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ABSTRACT

This report is a synopsis of past studies of postsecondary education in Montana. Its purpose is to provide a brief sketch of each past study and to fulfill House Bill No. 578's (1973) mandate to the commission to assess the evidence and resulting recommendations made in prior studies relating to postsecondary education in Montana. The report summarizes, where applicable, the methodology, findings, recommendations, and impact of each study. Nineteen studies were conducted during the 30-year period 1942-1972. This does not include various studies and reports on federal law or special audit reports conducted by state agencies. The major focus of the studies reviewed governance and administration, but the scope ranges from functional responsibilities of the components of postsecondary education through such subjects as community college planning, vocational-technical education, and resource utilization. Perhaps as important as any of the individual studies, this report demonstrates the continuing interest and concern of the state of Montana in postsecondary education. Appendixes include recommendations made by prior studies. (Author)

ED 095748

STAFF REPORT NO. 1
REVIEW OF PRIOR STUDIES OF POST-SECONDARY EDUCATION IN MONTANA

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INTRODUCTION

This report is a synopsis of past studies of post-secondary education in Montana. Its purpose is to provide a brief sketch of each past study and to fulfill House Bill 578's (1973) mandate to the Commission: "The Commission shall, before undertaking other activities, assess the evidence and resulting recommendations made in prior studies relating to post-secondary education in Montana." The report summarizes, where applicable, the methodology, findings, recommendations, and impact of each study.

Nineteen studies were conducted during the thirty-year period between 1942-1972. This does not include various studies and reports on federally sponsored programs which were done in compliance with federal law or special audit reports conducted by state agencies. The major focus of the studies reviewed here has been on governance and administration but the scope ranges from functional responsibilities of the components of post-secondary education through such subjects as community college planning, vocational-technical education and resource utilization.

Perhaps as important as any of the individual studies, this report demonstrates the continuing interest and concern of the State of Montana in post-secondary education.

SECTION I
CHRONOLOGY OF PRIOR STUDIES

CHRONOLOGY OF PRIOR STUDIES

1942	The Governor's Committee on Reorganization and Economy issued a report which recommended a unified university system and another report which proposed a department of education.
1944	The State Board of Education appointed the Montana Commission on Higher Education which recommended a new administrative plan for the Montana University System.
1945	The State Board of Education submitted the "Melby Plan," a policy statement on the functions of the various units of the University System, to the Legislature.
1953	Montana's "Little Hoover" Commission reported on course duplication in the University System.
1958	The Governor's Committee on Education Beyond the High School and the Montana Legislative Council issued individual reports on higher education and joined together to sponsor a third study--the "Durham Report." The Montana Taxation-Education Commission sponsored a fourth study known as the "Peabody Report." The President's Committee on Education Beyond the High School initiated this activity when it asked Governor Aronson to appoint a committee similar to itself for Montana.
1960	The Montana Legislative Council proposed a recodification of the laws concerning higher education and a constitutional amendment creating separate boards of education. Both proposals failed to pass the Legislature.
1962- 1963	The Montana University System issued its Master Plan Study in 1962 and a revised edition of the plan the next year.
1968	The State Board of Education commissioned the "Flesher Report," a study of vocational-technical education in Montana. The Montana Legislative Council also reviewed the status of vocational education in the state.
1970	The Montana Legislative Council recodified the statutes concerning higher education, but made no substantive changes in the laws. In addition, the Montana Commission on Executive Reorganization submitted a comprehensive report to the Legislature which included recommendations pertaining to post-secondary education, and the Montana Association of Community Colleges released its guidelines for community colleges.

1971- 1972	The Montana Legislative Council studied duplication of course offerings in the Montana University System.
1972	The Montana Constitutional Convention Commission analyzed the Education Article of the 1889 Constitution. The Constitutional Convention later adopted a provision which created a separate Board of Regents.

SECTION II
REVIEW OF PRIOR STUDIES

STUDY: Governor's Committee on Reorganization and Economy. Report 56: University of Montana; The State's Provisions for Higher Education. Prepared by Griffenhagen and Associates. January 19, 1942. This report is known as the "Griffenhagen Report".

METHODOLOGY: The Legislature created the Governor's Committee on Reorganization and Economy in 1941. Governor Sam Ford appointed six persons to the Committee which in turn employed Griffenhagen and Associates to survey all of state government and to make recommendations. With the firm's assistance, the Committee made 967 recommendations in 59 reports which comprised over 1,400 typewritten pages. Dr. Charles Reeves, an organizational specialist for the University of California, prepared the report on higher education. A comprehensive study of the University System, the report ranged from analyses of the system's history and the geographical extent of its services to analyses of its libraries and summer session policies and fees. The report proposed two alternative plans--one to completely reorganize the University System and one to consolidate control of the units.

The first suggestion proposed that junior colleges be established in every large high school within the state, with the state and the local communities sharing the costs equally. All but one of the six university units would be abandoned and the remaining one would educate only juniors, seniors, and graduate students. The other units would be turned over to their local communities to be operated as junior colleges under state regulation. The Committee wrote: "...this should be done in the interests of higher education, in the interests of the taxpayer, and to save the inevitable difficulties of adjusting inequalities in the support of higher education that are piling up for the future." [p. 3] (However, in its formal recommendations, the Committee decided to recommend the second alternative--believing it to be more politically feasible.)

FINDINGS:

1) "The local executive boards are like vestigial appendages; they once had a useful function but at present they merely exist without purpose." [p. 6]

2) "There are now six state-supported institutions of higher education in this state of fewer than 600,000 population. A city of that population would do well to support one institution of higher education. There are disadvantages in having so many colleges. Decentralized higher education is expensive to operate, because of duplication, some of which is necessary. Less value is received for the money expended for six

separate departments of English, history, French, mathematics, and other subjects, and for two or three departments of home economics, geology, commerce, and other subjects." [p. 2]

3) "It may be concluded that Montana makes almost no provision for what may be designated as higher vocational training. When the state can afford the expense incident to conversion of an institution, and for the maintenance of an institution that will render more service, it would be advisable to (1) convert one of the normal schools into a two-year junior college, with emphasis upon higher education, and (2) establish some terminal vocational curricula in Northern Montana College." [p. 19]

RECOMMENDATIONS: The report's major recommendation was that the university adopt an admininstrative plan similar to that of the University of California. This recommendation, which is set out below, may have been influenced by Dr. Reeves' background. Please see Appendix A on page 55.

"That the six institutions of higher education be consolidated into a single institution, designated as the University of Montana, with provisions for administration as follows:

a) One president of the consolidated university, with an office at one of the larger centers, but with the duty of keeping in close touch with, and spending a portion of his time in, each university center.

b) The four smaller units to be operated under the direction of deans.

c) The two larger units to be operated by vice presidents (or provosts) to whom the deans of the schools or divisions at those places would be responsible.

d) The president to take over the records of the University of Montana, now located in the office of the executive secretary at Helena.

e) A single business office and a single registrar's office to be located at the unit at which the president maintains his central office, with assistants in the other units.

f) A single university library, with interchanges of books among the branches." [p. 46]

IMPACT OF STUDY: The Legislature accepted few of the recommendations contained in the Griffenhagen reports; the massiveness of the 59 studies probably overwhelmed them. Governor Ford, as president of the State Board of Education, wanted to implement the recommendations of the report concerning higher education, so the Board considered them at great length. The Governor especially wished to adopt the organizational structure of the University of California, but a statute of that time prohibiting a unit president to be a chancellor prevented this action. Once delayed, the report was never adopted. The report also met with little success because most unit presidents opposed the structural changes embodied in it.

STUDY: Governor's Committee on Reorganization and Economy. Report 58: General State Organization. Prepared by Griffenhagen and Associates. January 26, 1942.

METHODOLOGY: The Committee's organization and working procedures are discussed in the analysis of Report 56: University of Montana. Report 58 outlined the Committee's proposed reorganization of the executive branch of government. All educational activities were proposed to be organized under the Department of Education--the thirteenth executive department.

RECOMMENDATIONS: The Committee recommended that the State Board of Education be the administrative head of the Department of Education; that the Constitution be amended to remove the Governor, Attorney General, and Superintendent of Public Instruction as ex officio and voting members of the Board; and that the Constitution be amended to provide for a Superintendent appointed by the Board. The proposed Department of Education would then be divided into two divisions: the Division of Public and Special Schools headed by the appointed superintendent and the University of Montana headed by the President of the University of Montana, a position which was recommended in Report 56. The study explained: "Under the proposed plan the Board would be officially the head of the department, but would operate through administrative heads of two units within the department who would serve as executive officers for the Board in their respective fields." [p. 60] See Appendix B on page 56.

IMPACT OF STUDY: The Legislature did not adopt any of these recommendations. All of the proposed constitutional amendments failed to pass.

STUDY: Montana Commission of Higher Education. *Report of the Montana Commission of Higher Education with the Recommendations of the State Board of Education*. Helena: September 26, 1944.

METHODOLOGY: The Montana Commission on Higher Education, appointed by the State Board of Education, held three meetings of two days each. The Commission examined a great deal of material dealing with the activities of the Montana University System, its history and needs, as well as problems related to its educational and fiscal control. The Commission studied the financial history of the university, compared its costs with those of like institutions in other states, examined the statutory and constitutional provisions governing higher education in Montana, and made recommendations for the amendment of those provisions.

FINDINGS: 1) Article XI, Section 11 of the 1889 Montana Constitution stated that the powers and duties of the State Board of Education "shall be prescribed and regulated by the law." This phrase made the Board dependent upon the Legislature for a definition of its powers. Consequently the Board's powers could be strengthened or weakened at any legislative session. [p. 9]

2) The Legislature made all of its appropriations to the individual institutions as it does today. Each institution had its own budget and administrative organization. The State Board had no authority to transfer funds from one institution to another. [p. 9]

RECOMMENDATIONS: Majority Report, Judge Frank P. Leiper, Glendive, Chairman.

1) That a constitutional amendment be approved which would:

a) clarify the powers of the State Board of Education by granting it "general control and supervision of the university system, financial and otherwise;"

b) allow the State Board to hire and set the salary of an executive secretary; and

c) require the Legislature to make a lump appropriation to the State Board for the entire University System and allow the Board, with the approval of the State Board of Examiners, to transfer sums of money from one institution to another. [p. 12]

2) That the system be integrated into one university with the units "welded together, not only for the purpose of carrying on one educational program,

but the budgetary control, and administration as well..." [p. 8] Chancellor Melby, who played an important role in the Commission's deliberations, gave the following explanation of the reasoning behind this recommendation: "While it [Montana] is a prosperous state, it does not have the resources to maintain six independent institutions of higher learning and keep them all on high levels of quality and effectiveness. It is the belief of the Commission that Montana does have the resources for a single University, with phases of its work located in different sections of the state. The Commission recognizes that these institutions are already in existence and does not consider major alterations in the institutional locations feasible at the moment. It believes that, if the educational programs are integrated and the budgetary practices unified, a strong educational program can be developed in Montana utilizing the institutions now in existence as the facilities for extending higher education to an increasing body of young people in the state..." [Melby, "Organizing Montana's System of Higher Education," Helena, June 12, 1944.]

3) "...that, less essential courses now existing in the university be eliminated, as well as unnecessary duplication; and that the expense thus saved be

applied toward the procurement of quality teachers and better equipment." [p. 15] Please see Appendix C on page 69.

Minority Report, James D. Graham, Helena.

1) That, "It is very doubtful if the legislature would consider favorably the proposal to make a lump sum appropriation for the maintenance and support of the Greater University with the proviso that the Board of Education may, at their discretion, use this money for purposes other than stated in the budget. Appropriations thus made might be abused and subject to political manipulations for the benefit of some favored unit." [p. 19]

IMPACT OF STUDY: The Legislature did not approve the referendum which would have offered the proposed constitutional amendment to the people. In addition, the Legislature deleted from the bill, which it enacted, the provision that would have given the State Board of Education control over fiscal matters. Similar recommendations, however, were implemented by the 1972 Montana Constitutional Convention. For example, the new constitution enumerated some of the powers of the Board of Regents: "The government and control of the Montana university system is vested in a board of regents of higher education which shall have full power, responsibility, and authority to supervise, coordinate, manage and control the Montana university system and shall supervise and coordinate other public educational institutions assigned by law." [Article X, Section 9 (2a)]

STUDY: Melby, Ernest O. Statement of Policy by the State Board of Education Concerning the Functions of the Units of the University of Montana. A typewritten manuscript dated 1945. This paper is known as the "Melby Plan".

METHODOLOGY: The State Board of Education voted to have Governor Sa Ford appoint a subcommittee of three to draft a statement of Board policy on the recommendations of the Montana Commission on Higher Education concerning the functions of the various units of the University Syste The Board adopted the statement at its January 15, 194 meeting; however, the statement had been in circulati among legislators prior to the meeting. The statement was not printed and circulated to the extent the Commission report was. When the State Board of Education met on April 7, 1945, several months after the Legislature had adjourned, it rescinded its adoption of the statement. A copy of the statement is attached to this summary as Appendix D on page 73.

FINDINGS AND RECOMMENDATIONS: Please see the appendix.

IMPACT OF STUDY: The Legislature rejected the recommendations of this paper; however, the concepts and rationale expressed the statement have constantly resurfaced in discussions of post-secondary education in Montana.

STUDY: Commission on Reorganization of State Government of the State of Montana. Report to the 33rd Legislative Assembly. January, 1953. This study is known as the "Little Hoover" Commission report.

METHODOLOGY: Four members of each house of the Legislature served on this Commission which the Legislature created pursuant to Chapter 185, Laws 1951. The Commission held 24 meetings of three days each. Its subcommittee on higher education met with the Presidents of the University and the State Board of Education and submitted an unanimous report while members of most other subcommittees filed minority reports.

FINDINGS: 1) There was major duplication of freshman and sophomore classes in all the units. "Such duplication is unavoidable if there are to be six institutions." [p. 62]

2) There was some duplication in service courses. These were basic courses to which students must have had exposure if they were to major in related fields. However, some of these service offerings were as extensive as offerings in fields in which a major could be obtained. [p. 62]

3) The cost of adding a new major at an institution was deceptive. At first it appeared that the only cost was in hiring two or three professors; however,

this was not the case. "The professor must have clerical assistance, retirement privileges, offices and costly incidentals. Inevitably, pressure will begin to build for more courses, internal specialization, off-campus service, separate and specialized laboratories or buildings, independent libraries, and other useful, desirable, and expensive additions." [pp. 62-63]

RECOMMENDATIONS: 1) That a policy of holding the line against further duplications and of recognizing the status quo with respect to junior colleges be maintained. [p. 63]

2) "...that an appropriation be provided to meet the terms of Chapter 216, Laws of 1951, which is the act approving, ratifying, and adopting the Western Regional Higher Education Compact." [p. 67] Please see Appendix E on page 75.

IMPACT OF STUDY: The Legislature approved the Western Regional Higher Education Compact and has, from time to time, reviewed the University System for duplication.

STUDY: The Governor's Committee on Education Beyond the High School. Report to Governor J. Hugo Aronson. Helena: December 1, 1958. Governor Aronson, at the request of the President's Committee on Education Beyond the High School, appointed 25 prominent Montanans to this Committee.

METHODOLOGY: This Committee conducted 27 public meetings across the state to learn the attitudes of Montanans concerning the needs, functions, and financing of the state's system of post-secondary education and to find the problems which existed in that system. Approximately 2,500 people attended these hearings. The Committee compiled a summary of the ideas and opinions which were expressed at the hearings and concluded that a profesfional study of Montana's system of post-secondary education was needed. The Committee joined the Montana Legislative Council in sponsoring what later became known as the "Durham Report". At first the two groups outlined a four phase survey of curricula, facilities (space utilization); however, they soon learned that they lacked the money and time to undertake such an ambitious project, so they limited the study to the system's administrative problems.

FINDINGS:

1) The public supported high educational standards, more emphasis on fundamentals in high school, higher academic entrance requirements for the University System, and higher salaries for university faculty;

2) The majority of the people attending the hearings disapproved of further expansion of junior colleges; and,

3) There was "unanimous agreement" that Montana should increase its support of the Western Interstate Commission for Higher Education (WICHE). [p. 2]

RECOMMENDATIONS AND IMPACT:

The Committee's recommendations and the impact of the report were virtually the same as those stated in the "Durham Report". However, see Appendix F on page 83.

STUDY: Durham, G. Homer. *The Administration of Higher Education*. Helena: 1958. The Montana Legislative Council and the Governor's Committee on Education Beyond the High School sponsored this study which is commonly known as the "Durham Report".

METHODOLOGY: The "Durham Report" studied the administration and coordination of the Montana University System. A major premise of the study was that any meaningful reform of Montana's system of higher education must be based upon the state's past experience. The report analyzed Montana's old chancellor system and the previous studies on the Montana University System; briefly investigated the problems which these studies indicated existed (lack of coordination between the various units and duplication of units and curriculum); and reviewed the manner in which other states organized their systems of higher education. The report then recommended an organizational plan to fulfill Montana's particular needs in post-secondary education and enumerated the administrative, statutory, and constitutional changes necessary to implement this new administrative plan.

FINDINGS: 1) "The question of serious and costly duplication of work in the Montana system has been kept within reasonable bounds." [p. 54]

2) "Duplication of work within the several institutions is not nearly so apparent in Montana as the fact that the state has duplicate institutions." [p. 55]

3) "Their [the units] coordination is more practical than their consolidation." [p. 57]

RECOMMENDATIONS:

1) That a separate Board of Regents with general control and supervision over the University System be created by constitutional amendment. That at the very least, the statute concerning the State Board of Education be amended to require the Board to sit separately as ex officio "Regents of the University of Montana" when acting on university matters. [pp. 35-36]

2) That coordination of the University System be strengthened through the office of the executive secretary. The name of the office should be changed to Commissioner of Higher Education or Director of Higher Educational Finance. The Commissioner should be the executive officer of the Board of Regents and the coordinator of fiscal and other matters between the various university units. Yet, the president of an individual institution should be fully responsible for managing operations on his campus. [pp. 2-3]

3) That, "Restraint at Eastern, Northern, and Western in offering work leading to Masters' degrees is a wise policy." [p. 94]

4) That, "New curricula, majors, departments of instruction, schools, institutes, degrees, certificates, should be authorized by the Board only after full review and positive presentation from institutional faculties and administrations to the Executive Secretary, and report by him to the Faculty Council. Any proposal having less than substantial support of the Faculty Council should rarely, if ever, be taken by the Executive Secretary to the Board for approval. Review by the Faculty Council in this area of policy can serve as an important check on unwise expansion and duplication--a responsibility which the faculty must share." [p. 95]

5) That the Montana schools should try to maintain high quality courses instead of creating duplicate courses and allowing courses to proliferate. [pp. 77, 84-85] Please see Appendix G on page 85.

IMPACT OF STUDY: 1) The Legislature made the State Board of Education ex officio "Regents of the University of Montana."

2) The constitutional amendment creating two boards failed. Please see the discussion of this amendment in the analysis of the Legislative Council's General Report Number 1.

3) The 1972 Montana Constitution implemented recommendations similar to those contained in the "Durham Report." They are embodied in Article X, Section 9.

STUDY: Montana Legislative Council. "Education Beyond the High School." *General Report Number 1*. Helena: December, 1958.

METHODOLOGY: In this study the Legislative Council analyzed the "Durham Report", which it financed.

FINDINGS AND RECOMMENDATIONS: The Legislative Council endorsed the recommendations of the "Durham Report", especially the statutory and constitutional changes which would create a separate Board of Regents and strengthen the coordination of the Montana University System through the office of the Executive Secretary. [pp. 10-12]

IMPACT OF STUDY: 1) The Legislature passed the referendum which proposed the constitutional amendment (to create a separate Board of Regents) and had the Secretary of State place it on the November ballot, but the Montana Supreme Court removed the amendment from the ballot because of a procedural technicality.

2) The Legislature amended the statute concerning the State Board of Education to require the Board to sit separately as ex officio "Regents of the University of Montana" when acting upon University matters.

STUDY: Division of Surveys and Field Services, George Peabody College for Teachers. Public Schools of Montana: A Report to Montana Taxation-Education Commission. McKee Printing Co.: Butte, 1958. This study is commonly known as the "Peabody Report".

METHODOLOGY: An eight member survey staff made a comprehensive study of selected public school problems. The study was limited to four major areas: organization and administration; elementary education; secondary education; and school finance. To gather its information the staff studied the constitutional and statutory provisions governing Montana's schools, conducted conferences and interviews, and mailed questionnaires. This was a study of elementary and secondary public schools; the study did not extend to post-secondary education.

FINDINGS: "[Industrial arts and shop] offerings--are found in less than one-half of the high schools of the State; and many of these the experiences are limited to woodshop and/or mechanical drawing. Trade and industrial education of the vocational type is limited to fifteen high schools; only four of this number provide training in anything other than auto-mechanics." [p. 49]

2) "The State Board of Education has designated certain high schools as area vocational schools but distances involved make such a plan unworkable for high school age youth." [p. 49]

RECOMMENDATIONS AND IMPACT: This report did not make any recommendations which relate directly to post-secondary education; however, it, like the "Durham Report", found fault in having a single state board of education because in such an arrangement either public schools or higher education tend to be neglected. [p. 2] The recommendations of this report are not appended to this study because they did not pertain to and had no impact upon post-secondary education.

STUDY: Montana Legislative Council. Report Number 5: Highe Education. Helena, 1960.

METHODOLOGY: The Legislature which met in 1959 approved a proposed constitutional amendment which would have created separate governing boards for the University System and the common schools. In anticipation of the amendment's passage, the Council began studying the statut concerning higher education and to recodify them to make them compatible with the two board concept. However, the Montana Supreme Court struck the amendme from the ballot because the resolution proposing the amendment had not been submitted to the Governor for his signature. The Court also criticized the propose amendment for containing more than one subject. The Council believed that its research was still valid, s it revised its proposed legislation to fit the single board concept, set out arguments in support of separa boards of education, and proposed to the 1961 Legisla a new constitutional amendment to meet the objections the Supreme Court.

FINDINGS AND RECOMMENDATIONS: Other than the proposed recodification of the laws, t findings and recommendations of this report are the s as those contained in the "Durham Report", the "Peabo Report", and the 1958 Legislative Council General Rep Number 1. Please see Appendix H on page 111.

IMPACT OF STUDY: The 1961 Legislature did not enact the recodification bill or the resolution proposing the revised constitutional amendment. The action of the Montana Supreme Court and the 1959 statute which designated the State Board as the Board of Regents may have weakened the support of the proposed amendment.

STUDY: Barthell, Russell. *Master Plan Study*. Montana University System. Helena: October 8, 1962.

METHODOLOGY: This study compared and analyzed the six units of the Montana University System in five major areas: academic programs, students, faculty, finance and budgeting, and physical plant. The report contained a wealth of statistics on such subjects as: average class size, degree offerings, number of degrees awarded, number of enrolled students and full time equivalent (FTE) students, faculty salaries in Montana and the average faculty salaries of the ten Rocky Mountain states, faculty work loads, unit operating costs, and an inventory of physical plant facilities.

FINDINGS: The study contained a great deal of raw data, but it did not really articulate "findings." The report leaped from data to recommendations.

RECOMMENDATIONS: 1) That, "Additional units within the University System should not be required during the current decade; rather, any expansion that may be necessary to meet the needs of the State should be within these existing units and in terms of the differential functions of each. Each should strive for excellence in its respective sphere." [p. 17]

2) That doctoral degrees should be limited to the Montana State University (Missoula) and Montana State College (Bozeman). [p. 18]

3) That the Montana School of Mines (Butte) should offer master's degrees in mineral and petroleum engineering, but all other master's degrees in engineering should be offered only at MSC (Bozeman). [p. 18]

4) That master's degrees in guidance and counseling, school administration, and secondary education should be offered only at MSU (Missoula) and MSC (Bozeman). [pp. 18-19]

5) That master's degrees in elementary education should be offered at all the units except MSM (Butte). [p. 19]

6) That only MSU (Missoula) should offer master's degrees in speech pathology and audiology and other specialities in speech, hearing, and the gifted. [pp. 18-19]

7) That Montana should have only one professional school of business and one professional school of music and each should be located at MSU (Missoula). [pp. 19-20]

8) That only MSC (Bozeman) should offer professional training and graduate degrees in home economics. [p. 21]

9) That MSC (Bozeman), MSU (Missoula), and MSM (Butte) should offer geology with each school serving particular

and non-duplicating goals. Only MSU (Missoula) should offer a Ph.D. in geology. [p. 21]

10) That, "Recognizing, as have studies over the past decade, that research responsibilities can be fulfilled only by reduction of teaching load, the following planning goals in terms of ratio of full time equivalent students to full time equivalent faculty appear appropriate in planning the future of the Montana State institutions and in recognizing their differential functions: MSC [Bozeman], MSU [Missoula], MSM [Butte] 15.5:1 (this includes graduate assistants who teach); WMCE [Dillon] and EMCE [Billings] 20:1; and NMC [Havre] 18.5:1 (recognizing adjustments due to the vocational technical program)." [p. 46] Please see Appendix I on page 119.

IMPACT OF STUDY: At its 9 October 1962 meeting, the State Board accepted most of the report's recommendations, but in succeeding years the recommendations were not followed.

STUDY: Dubbe, Alfred J. Master Plan Study: Status Report--February 1, 1963. Montana University System: Helena, 1963.

METHODOLOGY: The report summarized the 1962 Master Plan Study by Russell Barthell, brought some of its statistical data up to date, and incorporated 1963 State Board of Education policies.

FINDINGS, RECOMMENDATIONS, AND IMPACT: The findings, recommendations, and impact of this report were basically the same as those of the 1962 Master Plan Study.

STUDY: Ten-Member Survey Staff. Improving Opportunities for Vocational-Technical Education in Montana. Columbus, Ohio: School Survey Service, 1968. This study is commonly referred to as the "Flesher Report".

METHODOLOGY: In June of 1967, the Montana State Board of Education contracted with Cooperative Educational Enterprises, Inc. to undertake a study of Montana's system of vocational-technical education. Although not explicitly stated, the report's apparent purpose was to determine the condition and needs of vocational-technical education in Montana and to advise the State Board in its development of this field of education. The firm used ten out-of-state professional researchers--eight specialists in various phases of vocational-technical education and two specialists in survey work--to conduct the study. "The procedures followed in the survey included visitations, conferences, and interviews with lay and professional persons, the study of relevant records and reports, and the use of a variety of data-gathering instruments, most of which were administered through the mail." [p. 3] The study dealt basically with vocational-technical education in the high schools and in the area vocational-technical schools. At the level of higher education, the focus of the study was on the preparation of teachers for the various vocational-technical courses or programs.

FINDINGS: 1) "Provision of post-secondary programs appears to be getting involved in too many different types of institution (junior colleges, community colleges, State colleges, local high schools, and area vocational schools), a situation which may result in undue competition for money, equipment, and students; unnecessary duplication of offerings; small enrollments at high unit costs; and failure to make optimum use of expensive shop and laboratory equipment." [p. 228]

2) "The State Board of Education has already received more applications (13) for area school designation than the State population, student enrollment, finances. or employment needs would appear to justify now or in the near future. Furthermore, the existing type of Montana's 'area' vocational school is not the best solution to the problem of vocational-technical education in the State." [p. 228]

3) "Junior and community colleges appear to have had little impact on vocational-technical education; their chief concern has been (and appears still to be) on 'transfer' programs, or the first two years of a four-year baccalaureate program." [p. 228]

4) "Montana, in terms of its population to be served, appears to have more than an adequate number of public four-year degree granting institutions, none of which is large; and these institutions are relatively well located to serve the State's population." [p. 228]

5) "The population of Montana is too sparse to hope for an adequate 'community' system of post-secondary programs of vocational-technical education and points to the necessity for keeping the number of post-secondary centers to a very small minimum for the immediate future." [p. 229]

RECOMMENDATIONS: [In its entirety, the report contained 214 recommendations to improve vocational education in Montana. Please see Appendix J on page 125.]

1) That the two components to the Montana Educational System--common schools and higher education--remain much the same as they are now and that a third component be created--post-secondary vocational-technical education. The primary purpose of the new component would be the "development of skilled craftsmen, technicians, and (semi-professional) personnel, but with the provision for occupational preparations for anyone desiring such preparation (high school graduates, dropouts, and adults)." Also that the state should strive to "maintain as clear a distinction as possible

between the three components with respect to such things as purposes, programs, organizations, administration, staffing, and financing." [p. 251]

2) That the Legislature should divide the 56 counties into five districts or administrative units for post-secondary vocation-technical education. The survey team recommended that the centers be located at Great Falls, Billings, Missoula, Helena, and Miles City. [pp. 252, 254]

3) That the present "area designation" be dropped in favor of district centers. Districts would give the centers a larger tax base than the area centers and the governing board which the survey recommends (9 members, not more than one person from each county, all elected at large) would be more representative than the local school trustees of the area school. [pp. 254, 276]

4) "That the establishing of programs in the various Centers be under the general supervision and approval of the State Board for Vocational-Technical Education [State Board of Education] with the assistance of the director of the vocational-technical education in the superintendent's office, in order to minimize unnecessary duplication of offerings and to provide for some allocations of specialities in those

course areas where need does not warrant offerings in more than one Center." [p. 256]

5) "That the Centers be considered as both commuting and residential (dormitory) institutions." [p. 255]

6) That the centers operate on a schedule of four 3 month quarters, and students not be required to attend all four quarters during a school or calendar year. [p. 255]

7) "That there be no tuition charge for attending the Centers, but that a uniform system of student fees be established by the State Board..." [p. 255]

8) "That teacher education for the vocation-technical areas, in so far as possible in terms of commitments already made by the State Board of Education, be concentrated at Montana State University where much of it is currently." [p. 257]

9) "That the State Board for Vocational-Technical Education (State Board of Education) have full responsibility for vocational-technical education programs in all public schools other than units of the System of Higher Education, and that there it have a joint responsibility with the recommended Board of Higher Education." [p. 258]

10) That, "The Survey Staff believes that the junior college or community college plan is NOT the solution

in Montana to the problem of improved opportunity for vocational-technical education." [p. 9]

IMPACT OF STUDY: Many vo-tech personnel use the "Flesher Report" as a source of information and ideas. However, the Legislature ignored or rejected most of the report's recommendations. For example:

1. The Legislature placed a vocational-technical center in Butte instead of Miles City.
2. The centers have retained their "area" designations rather than the "district" designations that the report recommended.
3. The centers are not residential institutions.
4. The 1969 Legislature removed from the State Board of Education the power to designate the location of a vocational-technical center. Today, this power rests solely in the hands of the Legislature. [Section 75-7707, R.C.M. 1947] The Legislature may have taken this action because the State Board of Education, operating as the governing body for elementary and secondary education, higher education, and vocational education, lacked the time necessary to perform the task.

Two reasons have been advanced for the "Flesher Report's" lack of impact: (1) the report was inadequately distributed--many legislators did not receive a copy of the report; and, (2) no specific instructions were given to the research team--they were not told what questions concerning vocational-technical education Montana wanted answered.

STUDY: Montana Legislative Council. *Report Number 28: Vocational Education*. Helena: December, 1968.

METHODOLOGY: In writing its report, the Legislative Council studied the administration and financing of vocational-technical education in Montana, the "Flesher Report", and the actions of the State Board of Education.

FINDINGS: "There is clearly a need for additional vocational education opportunities in Montana." [p. 13]

RECOMMENDATIONS: 1) That vocational education include: "exploratory courses in the elementary schools, both pre-vocational and vocational education programs at the secondary level, and post-secondary vocational programs aimed at providing vocational education to persons who have not yet entered the labor force and also adults who require additional training in their vocation or retraining for new occupations. The quality of vocational education opportunities presently available in the state should also be improved substantially." [p. 13]

2) That for "existing and expanded vocational education programs, emphasis should be placed on the quality of programs rather than on physical facilities...In some cases, these programs must be designed for local needs." [p. 13]

3) "...that the legislature establish a financial base for area schools (vocational-technical centers) which should be not less than $45 million taxable valuation of property." [p. 13]

4) That the state is obligated "to provide for the education of all students including those in elementary schools, secondary schools, vocational-technical schools, and units of the University System." Therefore, the state should levy a tax of up to two mills on all taxable property. "The revenue from this levy should be used to partially fulfill the state obligation for support of vocational education and should supplement other state funds for this purpose." [p. 13]

5) That Congress should establish a multistate vocational education center at the Glasgow Air Force Base to serve a wide regional area. [p. 13] See Appendix K on page 155.

IMPACT OF STUDY: The Legislature enacted the minimum requirement of a $45 million tax base [Section 75-7707, R.C.M. 1947], but reduced the recommended levy to one mill [Section 75-7709 (2)]. Congress fulfilled one of the report's recommendations by establishing the Mountain Plains Education Project at Glasgow Air Force Base.

STUDY: Montana Legislative Council. Report Number 32: Recodification of School Laws. Elementary & Secondary Education. Higher Education. Helena: December, 1970.

METHODOLOGY: The most important factor in this report was that the Legislative Council had a mandate to make no substantive changes in the statutes governing elementary, secondary, and higher education; the Council was to simplify and reorganize these statutes. In editing these laws, the Council eliminated conflicting statutory provisions and unnecessary and archaic language, organized the statutes into a more logical sequence, and consolidated material dealing with the same subject. The report did not recommend substantive change, so its recommendations are not appended to this report or analyzed further.

STUDY: Montana Commission of Executive Reorganization. *Executive Reorganization--Report to the Montana Legislative Assembly*. Helena: December, 1970.

METHODOLOGY: The Commission on Executive Reorganization was created by the 1969 Legislature for the purpose of conducting a comprehensive study of executive reorganization. The Commission confined its study to an analysis of the *structure* of the executive branch. It did not conduct an efficiency study. The Commission's staff prepared a series of research reports, including a report which recommended the creation of a Department of Education as one of 18 principal departments in the executive branch. (Closely connected to the Commission's study was a constitutional amendment approved by the voters in November, 1970, which provided that, exclusive of the then seven elected constitutional officers, there shall be no more than 20 principal departments in the executive branch.)

FINDINGS: The Commission found that the educational functions of the state were vested in two constitutional agencies--the Superintendent of Public Instruction and the State Board of Education. It concluded that the state should have a single department of education, with a single head, and that the head of the department should be the

State Board of Education. This conclusion was based on a ruling of the Montana Supreme Court that the Constitution, "...vests in the state board general control over and supervision of all state educational matters, including district and high schools" and further that "...(by) statute the superintendent (of public instruction) has supervision of all public schools of the state, subject to general supervision of the state board (of education)." [State ex rel. School District No. 29 v. Cooney, 102 M 521, 59 P 2d 48.] The Commission also concluded that the status of the state's vocational-technical centers and community colleges was unclear. Its report stated: "Both have local boards of trustees, but are also under the control of the State Board of Education. They also currently exist in an administrative limbo--between public education (the Superintendent of Public Instruction) and higher education (the State Board of Education acting as Regents). A clarification of the status of the post-secondary vocational-technical education centers and community colleges is necessary." [p. 107]

RECOMMENDATIONS: 1) That "...there be created in the executive branch of state government a Department of Education. [p. 108]

2) "That the Department of Education be headed by the State Board of Education, as it is presently constituted." [p. 108]

3) "That the Superintendent of Public Instruction be responsible, under the general supervision of the State Board of Education, for all matters relating to the public schools of the state, including the Agency for Surplus Property." [p. 108]

4) "That the State Board of Education, acting as Regents, administer the University System through the Office of the Executive Secretary of the University System." [p. 108]

5) "That the State Board of Education continue the control it now has over the School for the Deaf and Blind, high school vocational education, post-secondary vocational-technical education centers and community colleges." [p. 108]

6) "That, once the Department is organized, the State Board of Education examine the current status of post-secondary vocational-technical education centers and community colleges with a view toward more adequately delineating the lines of control so as to place the centers and colleges either under the Superintendent of Public Instruction (public schools) or under the State Board of Education, acting as Regents (higher education)." [p. 110] Please see Appendix L on page 157.

IMPACT OF STUDY: The Executive Reorganization Act of 1971 created the Department of Education as one of 19 principal departments in the executive branch; made the State Board of Education head of the Department; continued the practice of administering the University System by the State Board (acting as Regents) through the Office of the Executive Secretary of the University System; and, continued to vest control over the School for the Deaf and Blind, vocational education, post-secondary vocational-technical centers, and community colleges in the State Board of Education. (The bill was amended prior to passage by removing the Office of Superintendent from the Department and striking the language which provided that the Superintendent was to operate under the general supervision and control of the State Board of Education.)

The final Commission recommendation which related to post-secondary education--that the Board of Education attempt to clarify the status of the vocational-technical centers and community colleges--has not been implemented.

STUDY: Montana Legislative Council. Report Number 40: Higher Education--Duplications. Helena. 1971-1972

METHODOLOGY: The Legislative Council focused its study of duplication on graduate programs "...realizing that duplication at the undergraduate level is a necessity if units of the University System are to be diversified beyond single function institutions." [p. 55] Primarily, the Council reviewed the study entitled Academic Planning: A Report to the Council of Presidents of the Montana University System by the Academic Vice Presidents of the Montana University System.

FINDINGS: The Council found that each of the six units of the University System had begun a program review and analysis to study duplication. However, the Council hoped that the units would in the future translate their study guidelines into common criteria so that comparisons among programs might be made.

RECOMMENDATIONS: The Council made four recommendations:

1) "That the six units of the University System continue and expand their internal review of programs and degrees offered and extend their interunit cooperative review of the department level in order to make more efficient use of the resources devoted to higher education in Montana."

2) "That the five vocational-technical centers, the community colleges, and colleges and high schools offering post-secondary vocational-technical training establish formal, cooperative review procedures to eliminate unnecessary duplication of programs offered."

3) "That the 43rd Legislature renew its mandate to the Legislative Council in order that an interim arm of the Legislature will be in a position to encourage internal review of higher education in Montana and to evaluate the review made by the institutions of higher education."

4) "That the six units of the University System adopt a uniform system of accounting."

IMPACT OF STUDY: The Legislative Council did not appoint an interim committee, but the Legislature created the Commission on Post-Secondary Education. It is too early to determine if the other recommendations of the Council will be implemented.

STUDY: Sievers, Bruce. "Chapter VII: Higher Education." Education Article. Montana Constitutional Convention Commission. Helena, 1972.

METHODOLOGY: The Legislature created the Montana Constitutional Convention Commission in 1971. The Governor, Supreme Court, House of Representatives, and Senate each appointed four members to the Commission. The 16 commissioners supervised the writing of background studies, the subjects of which ranged from organizational procedures of past constitutional conventions to study documents on each of the substantive areas (Articles) of the constitution. None of the study reports made recommendations. The study on the education article delineated constitutional trends across the nation and explained the concepts and analyzed the pros and cons of the issues embodied in the education article. The report illustrated how different forms of constitutional language could make a university system autonomous or dependent upon a state legislature and analyzed the case law which defined the scope of each of Montana's constitutional provisions concerning education.

At that time law students wrote two private studies which were similar to the Commission study; however, they did make recommendations. These studies were: Charles R. Cashmore, Barry L. Ljort, and Ronald R. Lodders, "Constitutional Authority for Higher Education: A Legal Analysis" (Missoula, Montana: mimeo, 1971) and Laurence R. Waldoch, "Constitutional Control of the Montana University System: A Proposed Revision," Montana Law Review 33 (1972).

FINDINGS AND RECOMMENDATIONS: This report was a study of the Education Article and the issues surrounding it. The report did not make recommendations. However, many of its analyses were very important. For example, after studying Montana case law, the report declared: "The cumulative effect of these [court] decisions appears to grant the legislature virtually unlimited authority to control and supervise the university system." [p. 17]

IMPACT OF STUDY: The Education Committee of the Constitutional Convention used this report in its work. The Convention adopted a constitutional provision that created a separate Board of Regents of Higher Education and a Board of Public Education. (Together, these boards, with the Governor acting as president, form the State Board of Education.)

STUDY: Montana Association of Community Colleges. *State Master Plan for Montana Community Colleges*. Fall, 1970.

METHODOLOGY: The Montana Association of Community Colleges is an organization of community college administrators. The stated purpose of the Association's master plan was to provide a "...basis for a system of superior public community colleges integrated into the overall educational program of the state and to provide a basis for enabling legislation." [p. 1] The document set forth a philosophy concerning the curriculum, students, faculty, governance, and financing of a community college. It also discussed the relationship of community colleges to other post-secondary institutions and the establishment of new community colleges.

FINDINGS: 1) Community colleges received state support from the State Foundation Program which was limited to students under the age of 21. As many of 32% of the students attending a community college were beyond that age. [p. 12]

2) The "...level of funding for Montana community colleges is based upon the level of funding for high schools within the state. This is unrealistic since community college costs are not related to high school costs but, rather are more indicative of the costs of

other universities, colleges, and vocational-technical institutions in the state." [p. 13]

RECOMMENDATIONS: 1) That the community colleges be removed from the State Foundation Program. [p. 13]

2) "That all public post-secondary institutions be placed under a single state authority, the Board of Regents." [p. 10]

3) That Montana community colleges be "...restricted to offering a two-year program in tranfer education, but not necessarily restricted in occupational education." [p. 6]

IMPACT OF STUDY: 1) The Legislature stopped funding the community colleges out of the State Foundation Program and began funding them out of the State General Fund.

2) In 1971 the Legislature transferred jurisdiction over community colleges from the State Board of Education to the Board of Regents of Higher Education; however, the Board left one segment of post-secondary education--vocational-technical centers--under the State Board of Education.

SECTION III
APPENDIX
RECOMMENDATIONS MADE BY PRIOR STUDIES

Appendix A

Summary of Recommendations:

On the basis of the facts presented, reasons given, and conclusions drawn, concerning higher education as a state function Montana, it is recommended:

Recommendations Requiring No Legislation:

(1) That the six institutions of higher education be consolidated into a single institution, designated as the University of Montana, with provisions for administration as follows:

  (a) One president of the consolidated university, with an office at one of the larger centers, but with the duty of keeping in close touch with, and spending a portion of his time in, each university center.

  (b) The four smaller units to be operated under the directio of deans.

  (c) The two larger units to be operated by vice presidents (or provosts) to whom the deans of the schools or divisions at those places would be responsible.

  (d) The president to take over the records of the University of Montana, now located in the office of the executive secretary at Helena.

  (e) A single business office and a single registrar's office to be located at the unit at which the president maintains his central office, with assistants in the other units.

  (f) A single university library, with interchange of books among the branches.

(2) That, if a single president is employed for the University of Montana, as a single institution, a consolidated report be prepared by the president annually.

Note 1. Other recommendations regarding general organization are listed under "Recommendations Requiring Legislation."

Note 2. The remainder of the recommendations listed under "Recommendations Not Requiring Legislation" are usually applicable whether or not there will be consolidation of the institutions into one institution, but in some cases they are applicable only in case the recommendation for consolidation should not be effectuated.

(3) That the institutions consolidate their curricula, use a common system of numbering courses, and publish a consolidated university catalog.

(4) That there be a common system of either semester or quarter divisions of the college year.

(5) That there be a common set of university forms for use by the business managers, registrars, health officers, deans, and other administrative officers.

(6) That there be greater flexibility in adjusting staffs to requirements and that members of instruction staffs be shifted from one to another unit of the University of Montana as surpluses of staff members develop in certain institutions and needs for increased staff appear in other institutions.

(7) That there be shifting of students from one to another unit as the interests of economy and effectiveness of instruction indicate will be feasible.

(8) That, until the three elementary teacher training institutions have considerable increase of enrollment, their work be confined to the first two years of college instruction.

(9) That consideration be given to the possible advisability of establishing two-year vocational curricula in agriculture, home economics, and engineering at the state college.

(10) That the number of departments offering work for majors, in all of the institutions, be reduced by further consolidation of similar subjects.

(11) That the teaching of pharmacy be discontinued at Montana State University and that the state pay any nonresident fees for Montana students of pharmacy in attendance at the state universities of Washington or Colorado.

(12) That secretarial science be transferred from the state college to the state university school of business administration.

(13) That home economics be given as major and graduate work only at the state college, that the home economics taught at the university be given only as minor work; and that the training of Smith Hughes home economics teachers be done only at the state college.

(14) That geology, both for major and graduate work, and also geological research, be transferred from the state university to the school of mines and be consolidated with the department of geology at that school.

(15) That graduate work in fine arts, mathematics, and physics be discontinued from the state university, leaving the state college as the only institution to give graduate work in these subjects.

(16) That the training of teachers of subjects for junior high school or departmental grammar grades be done only by the state university.

(17) That training for the sixth, seventh, and eighth grades in rural and other nondepartmentalized schools be done only by the three institutions that train teachers for the elementary schools.

(18) That the privilege of issuing certificates to teachers be withdrawn from the institutions of higher education.

(19) That the rates of payment to critic teachers be standardized among the institutions of higher education.

(20) That critic teachers be selected, and certified as critic teachers, on the basis of ability to instruct student teachers, by the state superintendent of public instruction; that the best teachers of the state, wherever they may be located, be selected for this work; and that students be sent to these master teachers for receiving training in practice teaching.

(21) That there be better adjustment of the size of instruction staffs to the teaching loads in the several departments of each institution.

(22) That teaching loads, in various subjects, be more nearly equalized among the institutions of higher education.

(23) That the professorial rank of all instruction employes of all institutions of the University of Montana be adjusted.

(24) That guidance and counseling service, in the larger institutions, be coordinated and organized into a division of student personnel, under the direction of a specially trained dean of student personnel.

(25) That health service be added to student welfare programs in the smaller institutions that do not now have such service.

(26) That the number of instructors retained for summer session service be gauged to the number of students that are likely to be enrolled and that the number of offerings of courses for the summer session be reduced so as to eliminate many of the small classes.

(27) That the four institutions, holding summer sessions each year, consolidate their summer sessions in the state university, under one director, and with one staff, and that the necessary instructors for elementary school education, and to some extent for other subjects, be drawn from the normal schools.

(28) That nonresident fees be charged out-of-state students attending the summer session, in the same ratio as charges made to out-of-state students attending the regular session.

(29) That evening classes, if needed, be taught, at the smaller colleges, in the local college buildings as a part of the regular work of the institutions, and as a part of the regular teaching loads of instructors, and without any extra remuneration being paid to instructors.

(30) That only the university give general extension work, away from the campus, and that extension class work be further developed by the university.

(31) That the state university give all college correspondence work for the state and that it be discontinued from the three smaller colleges that now give it.

(32) That correspondence work be given as a part of the regular teaching loads of instructors and that no additional remuneration be received by instructors for the work.

(33) That consideration be given to the feasibility of reducing the interscholastic athletics programs to a point at which they can be supported from game receipts and modest student fees, where such has not already been done.

(34) That buildings in the institutions of higher education, generally, be kept in a better condition of preservation and state of repair.

Recommendations Requiring Legislation:

(35) That, as soon as the state can afford the outlay, if student enrollment does not decline further, certain buildings be constructed at Montana State College and Northern Montana College.

(36) That steps be taken to prevent the development of a double system of local and state higher education in Montana by either the first or second of the possible alternatives presented for dealing with the problem, or by some modification of the first or second alternatives.

(37) That the proposed amendment to the state constitution providing that the state board of education shall consist of seven members, instead of the present eleven members, and for the elimination of the three ex officio members, be passed by the electorate in the November election.

(38) That the provision of the statutes that requires the appointive members of the state board of education to be divided as to place of residence, with four from each congressional district, be repealed.

(39) That the provision of the statutes that not more than four of the appointive members of the state board of education shall be members of any one political party, be repealed.

(40) That the statute providing for local executive boards for each institution of higher education be repealed and that local executive boards be discontinued.

(41) That, when the state can afford the expense incident to conversion of a normal school into a two-year junior college, it convert one of its normal schools into a junior college, which would offer a number of terminal vocational curricula, and that, when the state can afford to do so, some terminal vocational curricula be established in Northern Montana College.

Appendix B

Department of Education:

Proposed Head:

State board of education, appointed by the governor as provided in the proposed constitutional amendment to be voted on in November 1942.

Proposed Administrative Heads:

Division of public and special schools:

Superintendent of public instruction, elected as provided by the constitution, until such time as the constitution can be amended; thereafter, commissioner of education (or director of education) appointed by the board.

University of Montana:

President of the University of Montana, appointed by the board.

Proposed Functions:

The proposed functions to be assigned to the state board of education are those now assigned to:

State board of education

Except: As to its responsibilities with reference to the Montana state training school, and as to certain minor administrative matters.

The functions to be assigned to the division of public and special schools are those now assigned to:

Superintendent of public instruction

Bureau of vocational rehabilitation

State correspondence school

Teachers' retirement system of the State of Montana, and retirement board thereof

Except: Investment of funds

Historical society of Montana; historical and miscellaneous library; and the board of trustees thereof

Custodian of records of the Grand Army of the Republic and United Spanish War Veterans

State board of educational examiners

State library extension commission

State board of library examiners

Montana state commission for the blind

Montana state school for the deaf and blind, and the executive board thereof

Montana state industrial school, and the executive board thereof

State vocational school for girls, and the executive board thereof

State orphans' home, and the executive board thereof

State board of education, insofar as its duties require administrative action with reference to the work of the agencies listed above, except as specifically described below.

The functions to be assigned to the University of Montana are those now assigned to:

University of Montana, all of its units, and their various subdivisions, including

Montana State University
Montana State College
Montana experiment station
State extension service
Montana grain inspection laboratory
State entomologist
Montana School of Mines
Montana state bureau of mines and geology
Northern Montana College
Montana State Normal College
Eastern Montana State Normal School
Executive board of each of the units of the University of Montana

State soil conservation committee

Montana agricultural conservation board (unless repealed)

Commissioner of agriculture, labor, and industry, insofar as they relate to encouragement and promotion of agriculture, agricultural statistics and market news, farmer organizations, grading and marketing of farm products, control of commercial fertilizer, and other agricultural activities

Except: Elevator and warehouse examinations, contro of dairy and poultry products, labor activities, an ex officio duties.

Type of Department:

Type C

State Board of Education: Because of various factors, including the constitutional provisions, the traditions in the field of education, and the importance of insuring continuity of educational policies, the plan of organization proposed for the departme of education is different from that proposed for other departments. Under the proposed plan the board would be officially the head of t department, but would operate through administrative heads of two units within the department who would serve as executive officers for the board in their respective fields.

It is highly desirable that the pending constitutional amendment relative to the composition of the board of education be adopted to reduce the size of the board and eliminate ex officio memberships.

Under the proposed plan the board should appoint the presi nt of the University of Montana and, as soon as a constitutional endment can be secured, the head of the proposed division of pub- c and special schools. The board should have the same powers as ards of departments, but in addition should have authority to itiate rules, approve budgets, and specify policies. It would ntinue to serve, as required by federal law, as the board to co- rate with certain federal agencies. For the purpose of repre- ntation on the executive cabinet and handling routine financial ransactions the two administrative heads would take the place of th ard as head of the department.

Because it is not in fact an educational institution, it s suggested that the Montana state training school be removed from e jurisdiction of the board of education and placed, with other stodial and medical institutions, in the proposed department of ublic welfare. This same rule might be applied to the state or- hans' home and, probably with somewhat less justification, to the tate industrial school and the vocational school for girls.

Proposed Division of Public and Special Schools: It is ggested that the superintendent of public instruction be made the ministrative head of a unit within the proposed department of education to which would be assigned all educational activities of the state elementary and secondary grade and certain other miscellaneous educational activities. At such time as the constitution can be amended to permit, the head of this division should be appointed by the state board of education. At that time the title might well be changed to "director of education" or "commissioner of education."

The head of this division, subject to the authority vested in the board should be administratively responsible for all of the activities assigned to the division.

Proposed Transfers of Functions to the Division of Public and Special Schools: All of the functions of the superintendent of public instruction, none of which are assigned by the constitution, should be transferred to the division.

The bureau of vocational rehabilitation, which is now directly under the board of education, should be brought into closer relationship with other educational activities. Furthermore, a reduction in the number of executive heads responsible to the board is essential to good organization. It is, therefore, recommended that the functions of the bureau of vocational rehabilitation be transferred to the proposed division of public and special schools. This work might be more properly assigned to the proposed department of public welfare, but federal aid is apparently dependent on its remaining under the jurisdiction of the board of education.

The state correspondence school, whose director is now appointed by the superintendent of public instruction, should be made a part of the proposed division by the transfer of its separate statutory functions to the division.

Elsewhere in this report it is recommended that the investment functions of the teachers' retirement system, and the retirement board thereof, be transferred to the state fiscal agencies. The remaining activities of the system should be transferred to the proposed division with the state board of education serving as the board for policies, appeals, and any other matters requiring board action.

The historical and miscellaneous library, operated under a board of trustees, and in conjunction with the historical society of Montana is engaged in activities very closely related to education. Their importance does not justify a separate agency. Unless the library is moved to one of the units of the University of Montana, as recommended in the report of this series in which it is discussed, its direction should be the responsibility of the proposed division of public and special schools. If it is moved to one of the university units, the functions of the agencies involved should be transferred to the University of Montana.

It is recommended elsewhere in this series of reports that the records of the custodian of records of the Grand Army of the Republic and United Spanish War Veterans be transferred to the historical library. The functions of the custodian should be transferred to whatever agency takes the responsibility for the historical library.

As is more fully explained in the report of this series dealing with the office of superintendent of public instruction, the functions of the state board of educational examiners should be transferred to the proposed division of public and special schools.

The state library extension commission, which serves also as the state board of library examiners, is a very minor board. It does not have funds for administrative work. If work such as was contemplated in its creation is to be developed, it should be done by the educational authorities. It is, therefore, recommended that the functions of these boards be transferred to the proposed division

The work of the Montana state commission for the blind is closely related to that of the bureau of vocational rehabilitation and also to that of the department of public welfare in granting aid to the needy blind. Its functions should be consolidated with one or the other, probably with those of vocational rehabilitation in the division of public and special schools.

It is further proposed that the Montana state school for the deaf and blind and, unless they are transferred to the proposed department of public welfare, the Montana state industrial school, the state vocational school for girls, and the state orphans' home, be placed under the jurisdiction of the superintendent of public instruction. The board cannot devote adequate attention to so many different agencies, and since all of these offer elementary or secondary education as one of their primary objectives, they should logically be subject to the authority of the state official responsible for such education. It is, therefore, recommended that each

these institutions and the functions of their respective execuve boards be transferred to the proposed division of public and ecial schools.

The University of Montana: A separate report of this ries deals at length with the relationships of the board of education to the University of Montana and with the internal organization the university and the relationships of its units to each other. substance a single administrative head for the University of ntana is recommended, with officers of lower rank in immediate arge at each of the units.

Within the Montana State College, as a unit of the Univerity of Montana, it is here proposed that further changes be made s discussed in the paragraphs that follow.

Proposed Transfers to the Montana State College: The Montana State College through the state extension service, the agricultural experiment station, the state entomologist, and the Montana grain inspection laboratory, carries on an extensive program for the improvement of agriculture in the state and does some regulatory work. This program closely parallels in many respects the work of other state agencies. Provision should be made for the closest possible coordination of the several programs.

If it were not for federal restrictions in connection with financial support of parts of the program, the logical way of arriving at this coordination would be to transfer much of the work of these units of the college to an administrative department. Because of federal restrictions, this cannot be done.

The next best alternative, and one which is wholly consistent with the present policies and objectives of these college services, is to consolidate all of this work under the jurisdiction of the college.

The state soil conservation committee, of which two officers of the college are members, has as its purpose assisting in the organization and operation of soil conservation districts in order that they may participate in a federal program. This work is almost identical with some of the activities of the extension service and should be transferred to the college.

The Montana agricultural conservation board has a purpose closely related to that of the state soil conservation committee. It is no longer needed and the act should be repealed or its functions transferred to the college.

The department of agriculture, labor, and industry has many functions not far different from those of the college. It operates a grain laboratory identical in purpose and method with the Montana grain inspection laboratory operated by the college. These laboratories should all be under the same direction. Since the college finds some use for its laboratory in connection with research, it is recommended that those of the department of agriculture, labor, and industry be transferred to the college.

The department of agriculture, labor, and industry has various functions in the promotion of agriculture, the encouragement of farmers' organizations, and the collection and dissemination of agricultural statistics and market news. These functions so closely parallel the objectives of the college that it would be desirable to transfer them to the college.

The department furthermore licenses fertilizer manufacturers and dealers, but the laboratory work which is the sole basis for this is done by the college. The licenses might as well be issued by the college, or by the proposed department of revenue on the basis of advice from the college.

Outside of these functions and those which it is recommended elsewhere in this report be transferred to other agencies. the only activities of consequence in the department of agriculture, labor, and industry are those of the horticulture division in connection with the control of plant diseases, plant-destroying insects, and the marketing of horticultural products. By law, the department is also responsible for operating a state fair but this responsibility is obsolete and all reference to it should be repealed.

The horticultural work is not far different from certain work of the college in many respects. For example, the state entomologist at the college is engaged in control of insect pests and the extension service devotes considerable energey to certain phases of marketing. Since so much of the agricultural work is necessarily under the jurisdiction of the college, it is recommended that this small addition be made to bring it all together.

The only valid objection to this transfer would be the slight amount of enforcement work involved. This is much less extensive than in most states. In fact, although certain inspections and certain grading are required by law, there is almost no enforcement work, as such. The extension service does far more enforcement work under various federal agricultural programs than would ever be required on the activities which it is suggested be transferred from the department of agriculture, labor, and industry.

As an alternative to the proposal that all of these agricultural functions of the department of agriculture, labor, and industry be transferred to the Montana State College, other, but far less satisfactory, disposition might be made for the exercise of the functions of the present division of horticulture. Even if the department of agriculture, labor, and industry is left as a separate unit with most of its present functions, the activities other than horticultural work recommended for transfer to the college should be so transferred to eliminate duplication of effort and to avoid conflicts arising by reason of divided responsibility for work in the same field. The best alternative for the assignment of the horticultural work would be to the same department to which livestock sanitary work and dairy and milk control work are assigned. Some name acceptable to all those interested would have to be found for such a department.

State Agencies Within the State College and School of Mines: The designation of the state entomologist and the Montana grain inspection laboratory in such a way as to make them separate legal entities should be dropped and their responsibilities vested directly in the college. Similarly, in the Montana School of Mines the Montana state bureau of mines and geology should not be a separate legal entity.

Department of Highways:

Proposed Head:

Director of highways, appointed by the governor

Proposed Board:

Board of planning and works

Proposed Functions:

Functions now assigned to:

State highway commission

Except: Administration and supervision of the Montana highway patrol; and operation and maintenance of state highway building.

Type of Department:

Type A

Proposed Transfers of Functions: The proposed department of highways would be a continuation of the organization now under the direction of the state highway commission and the state highway engineer, but would not include the Montana highway patrol. The functions of the commission would be transferred to the department, which would operate under a single head instead of under a board. The board would retain only the class of functions described previously for boards of departments. In its specific application to this department the board would have responsibility for:

Approval of designations of roads and routes recommended by the director and his staff.

Approval of the awarding of contracts.

Approval of long range plans for road improvements to be undertaken and of the order of individual improvements on lists of projects.

Hearing appeals on the part of property owners or representatives of communities having grievances over actions of the department in the designation of routes or the development of roads.

Appendix C

CONCLUSION NUMBER ONE

That the six units of our university must be considered **for all purposes as one university.** By that we mean that the several units must be **welded together,** not only for the purpose of carrying on **one educational program,** but the **budgetary control** and **administration** as well, **must be unified.**

CONCLUSION NUMBER TWO

That section 11 of Article XI of our State Constitution should be amended to read as follows:

> "ARTICLE XI. The general control and supervision of the university system, financial and otherwise, shall be vested in the state board of education; provided that all general laws of the state relating to the depositing of moneys, purchasing of supplies, materials, equipment, and property, payment of claims and financial accounting shall apply to the university system. The state board of education shall consist of six members, the governor being ex-officio a member and chairman thereof. The remaining five members shall be appointed by the governor, subject to confirmation by a two-thirds majority vote of the senate. Their terms of office shall be six years, but those first appointed shall be so appointed that the term of one thereof shall expire in one year, one thereof in two years, one thereof in three years, one thereof in four years, and one thereof in five years. They shall be so appointed that at least three thereof shall be residents of counties other than those in which units of the university system are located. The members of the board, other than the governor, shall receive ten dollars per day for attending meetings of the board, and their actual and necessary expenses incurred in such attendance, provided that no one of such members shall receive more than five hundred dollars per diem in any one fiscal year.
>
> "Such board shall have the power to appoint an executive head of the state system of higher education, and to fix his term of office and salary and prescribe generally his powers and duties.
>
> "The legislative assembly shall, at each regular session thereof, make a lump sum appropriation for each of the two next ensuing fiscal years for the maintenance and support of the state system of higher education based upon the budget certified by the state board of education; and provided in emergency the state board of education shall have the power, at any time during a fiscal year, subject to the approval of the state board of examiners, to amend or change any such budget or budgets by transferring any part of an appropria-

tion set apart or assigned to one institution or unit to another institution or unit, or by transferring any part of an appropriation set apart or assigned to one institution or unit for any object or purpose to another object or purpose for the same institution or unit.

"All expenses of the state board of education, including per diem and expenses of members, and the salary and expenses of the executive head of the state system of higher education shall be paid out of the appropriations made by the legislative assembly for such university system."

CONCLUSION NUMBER THREE

We believe that there should be an executive board in connection with each unit of the university and that such board should consist of the executive head of the state system of higher education who shall be chairman of such board together with the president of the unit and three members appointed by the governor by and with the consent of the state board of education.

CONCLUSION NUMBER FOUR

We recommend that prior to the meeting of the legislative assembly, the executive head of the state system of higher education, acting with the executive board of each unit, prepare a budget covering a period of two years and showing:

(a) A detailed statement of all revenues other than those coming from taxation; and

(b) A detailed statement of the requirements of each unit for its maintenance which shall include needed repairs and its operation for that period.

We desire to emphasize the importance of itemizing that statement in detail. This because the State Board of Education, as well as the legislative assembly, are entitled to have such information; and by having it, each may act intelligently in connection therewith. The furnishing of such detailed information is likely to inspire confidence rather than distrust.

When the budget for each unit shall have been completed, then the executive head of the state system of higher education shall embody all of them into one general budget and present the same to the State Board of Education. After the Board shall have examined such budget and acted thereon, it shall be duly certified by the Board and delivered by it to the proper state officers. When this budget shall come before the legislative committees for consideration it shall be the duty of the Board to appear before such committees to explain the budget and to confer concerning it.

CONCLUSION NUMBER FIVE

We recommend that a report setting forth the need of each unit as to buildings and equipment should be made in the same manner and at the same time as the budget herein mentioned is prepared and that this report shall show the probable cost of such improvements, and that this report be furnished to the State Board to the end that that Board and the legislative assembly may have before them the overall picture of the needs of the whole institution.

CONCLUSION NUMBER SIX

We recommend that less essential courses now existing in the university be eliminated, as well as unnecessary duplication; and that the expense thus saved be applied toward the procurement of quality teachers and better equipment.

CONCLUSION NUMBER SEVEN

We recommend that the legislature make such appropriation as it may deem necessary to meet the need; that that appropriation be made to the State Board of Education, and that such appropriation be earmarked for the special purpose of meeting post war needs; that it be used for no other purpose; and that the State Board of Education be authorized to use it in the accomplishment of that purpose.

We recommend, further, that federal aid be not accepted if such action entails the surrender by the State of Montana to the Federal government of the supervision and control of its university.

CONCLUSION NUMBER EIGHT

We recommend that the executive head of the state system of higher education shall not act as president of any unit of the university.

Appendix D

STATEMENT OF POLICY BY THE STATE BOARD OF EDUCATION CONCERNING THE FUNCTIONS OF THE UNITS OF THE UNIVERSITY OF MONTANA

Montana's system of higher education has faced serious problems for many years. Recently, falling registration in some of the units, duplication of functions in others, and difficult problems of administration and control have made some solution of the various problems all the more urgent. In view of the heavy responsibilities which our system of higher education faces in the post-war period, the State Board of Education recently appointed a Commission on Higher Education made up of nineteen representative Montana citizens to make recommendations to the Board of Education. The Commission has made its report, which calls for a unification of the institutional structure, a clear definition of the powers of the Board of Education, and recommends elimination of as much overlapping of effort as possible. The Board of Education is in accord with these recommendations.

The Board of Education has studied the programs of the several units of the University with a view to the development of the most effective educational services, the most economical organization, and the soundest solutions for the problems confronting the University units.

The program adopted by the Board of Education is based on two principles: First, since the last two units of the University (Havre and Billings) were established primarily to serve their respective areas it is desirable to maintain them as regional institutions enabling the young people of these regions to secure two years of liberal arts or pre-professional education in their own community or within reasonable distance. Second, that the professional and specialized phases of the University's program be organized on a functional basis, that is, with only one institution offering advanced specialized work in a field or subject. For example, there will be one law school, one school of engineering and one institution for preparation of teachers for rural and elementary schools.

The program adopted by the Board is as follows:

1. The two units at Billings and Havre shall offer two year liberal arts, pre-professional and vocational programs.

2. The Havre and Billings units shall discontinue teacher education.

3. The Havre unit shall increase its emphasis on vocational education with special provisions for the education of returned soldiers.

4. The total program of the University of Montana shall be organized as follows:

Montana State University

Schools of
- Arts and Sciences
- Business
- Music
- Education
- Forestry
- Pharmacy
- Law
- Journalism

(Montana State University shall discontinue work in vocational Home Economics, including teacher education in this field. The two-year secretarial course shall be offered at Havre and Billings. Education of high school teachers shall be concentrated here except preparation of teachers of Agriculture, Home Economics and Industrial Art, which shall be provided at the State College.)

Montana State College

- Division of Agriculture
- Division of Engineering
- Division of Home Economics
- Division of Science
- Extension Division
- Experiment Station
- Education of teachers in Agriculture, Home Economics, and Industrial Arts.

(Montana State College shall discontinue education of high school teachers except in Agriculture, Home Economics, and Industrial Arts, and shall discontinue its secretarial course which will be offered at Havre and Billings.)

Montana School of Mines

Specialization in Mineral Industries

Montana State Normal College

Shall be devoted entirely to the Education of Teachers for Rural and Elementary Schools on a two-year and four-year basis.

Eastern Montana Normal School

This school shall be reorganized to provide a broad program of liberal arts and pre-professional courses on a two-year basis. Teacher education shall be discontinued here.

Northern Montana College

This school shall continue largely on its present pattern with an increased emphasis on vocational education. Teacher education shall be discontinued here.

Legislation should be enacted changing the function of the Billings unit from that of a normal school to that of a college with liberal arts and pre-professional courses. The name of this institution should be changed to Eastern Montana College.

Appendix E

REORGANIZATION COMMISSION REPORT

CHAPTER TEN
Higher Education

The Reorganization Commission's sub-committee on Higher Education was composed of Senator Glenn H. Larson, Chairman; Senator H. A. Tibbals; and Representatives William R. Mackay and Melvin E. Magnuson.

Three matters which the sub-committee consider to be of first importance were:

(1) Duplication among institutions of Montana's system of higher education.

(2) Administration of the system of higher education.

(3) The Western Inter-State Compact for Higher Education.

The sub-committee met in joint session, at various times, with the Presidents of the University units and the Board of Education. The Reorganization Commission's files contain extensive information on courses and curricula offered by the respective units. This information is available for ready reference, but is too lengthy for reproduction in a report of this nature.

A. DUPLICATION AMONG INSTITUTIONS OF MONTANA SYSTEM OF HIGHER EDUCATION:

The matter of duplication of fields of specialization among the institutions of the Montana system of higher education raises questions of policy broader than any of the institutions affected. Adequate discussion of State policy on the subject involves three things:

(1) Mention of the history of the subject, including references to relevant statutes;

(2) The very different policy of other States; and

(3) The present status of duplications in the Montana system of higher education.

1. State Policy Against Duplication of Major Curricula:

In 1893 the Legislative Assembly established four institutions of higher education over strong efforts to secure a consolidated university. The decisive choice was made at that time, and notwithstanding determined efforts to effect physical consolidation thereafter, a State policy soon developed to confine the several institutions to separate fields of collegiate instruction. In 1913, the Legislative Assembly instructed the

State Board of Education "to take such steps and prescribe such rules as may be necessary to prevent unnecessary duplications of courses of instruction in the various educational institutions." That is the law at present (Section 75-405, RCM 1947.)

Successive citizen and professional research groups have given their attention to duplications of major curricula. The 1941 Commission on Efficiency and Economy in State Government made numerous recommendations concerning duplications between State institutions of higher education. The principal result was strong objection on the part of all the institutions.

Governor Ford appointed a Montana Commission on Higher Education, composed of distinguished Montana citizens from various economic and civic groups. The late O. S. Warden, publisher of the "Great Falls Tribune," prepared two statements, by way of preliminary suggestions for the Commission, which went to the heart of the matter:

> (1) "In each institution as far as we go—within an economic expenditure of funds that can be supplied—there should be arranged superior and continually improving standards of education. Quality is a primary requisite in a satisfying higher system of education. Anything less will not keep our young men and women at home. Montana can afford to pay for high-quality non-duplicating courses. There can be some saving in the number of classes if duplication is rigidly eliminated . . . . "
>
> (2) "Manifestly, we should not have more than two colleges with four-year courses of higher education and in these two, the avoidance of duplication ought to be a continuing study. There may be special objectives in each. Thus, our physically scattered education can be diversified, be brought into a total of opportunity—as would be done if courses were set up in a single institution. The essentials of a liberal arts education may require some duplication in the first two years of work but there should be very little duplication in the last two years . . . ."

2. Different Policy of Other States:

It is apparent that Montana has established a definite policy against duplications of major curricula, grounded in general State interest, official concern, and statutory law. Other states have different policies. Some have more than one State University. Many, unlike Montana, find their State institutions of higher education in competition with large private universities. Some, while not having more than one State University in name, have permitted their State's colleges to become universities in actuality. This is understandable where the universities are so huge that one or more duplicates are actually helpful to students. These states, it should be remembered, have far greater revenues and much larger populations than Montana.

It is obvious that the practices of such other states furnish limited guidance for Montana, since they follow no similar law and policy against duplication in their institutions of higher education. Any attempt on our part to follow such practices would lead to serious results for the university system.

3. Present Status of Duplication in Montana:

Several considerations must be kept in mind in discussing duplications among the several institutions of higher learning:

a. There are at present apparent existing duplications of major curricula, most of which can be justified. By major curricula, the Reorganization Commission means specialization in these fields leading to degrees. There is a major duplication in junior college work (first two years of college) as between all of the six institutions. Such duplication is unavoidable if there are to be six institutions.

b. Some fields must be duplicated in a major way and short of major curricula. Such courses are called "Service Courses." These are necessary because whatever the institution and whatever the major curricula offered, students in all institutions must have certain recognized basic courses. There is the possibility, however, that these "Service Courses" will expand beyond service needs. A major curriculum usually requires only 40 to 55 credits of concentrated study for a degree, and in some instances service courses are approaching and even exceeding that amount of credits.

c. The third consideration is the matter of the costs involved. Such are often not apparent. The establishment of a new major curriculum, and offering of a degree therein, may seem to mean only the addition of one, two, or three professors. Such expense is only a beginning. The professor must have clerical assistance, retirement privileges, offices and costly incidentals. Inevitably, pressure will begin to build for more courses, internal specialization, off-campus service, separate and specialized laboratories or buildings, independent libraries, and other useful desirable, and expensive additions. The cost and consequences of every duplication are ultimately material. More than money is involved, because money being limited, quality education suffers in order that duplication can exist. All these considerations indicate the wisdom of Montana's antiduplication policy and warn against superficially minor relaxations here and there.

d. Any attempt to undo existing duplication would probably cost more money, exclusive of the bitterness aroused, than it would save, and even beyond that, the outcome would be in doubt. The line against further duplications must be strongly supported. Relaxations will not be in the interests of either the institutions or the public which supports them. Any policy of relaxation will inevitably give the appearance of favoritism toward some one institution which is permitted to expand. Expansion in this respect, in any one institution, will be followed by demands to duplicate curricula from other institutions, and such demands will be difficult to deny on consistent grounds.

4. **Recommendation:**

The Reorganization Commission recommends a policy of holding the line against further duplications and a policy of recognizing the status quo with respect to junior college work and service courses.

B. ADMINISTRATION OF THE INSTITUTIONS OF MONTANA'S SYSTEM OF HIGHER EDUCATION:

1. The State Board of Education:

The State Board of Education is the administrative agency of State government charged with general control and supervision of the institutions of Montana's system of higher education. The statute outlining the powers and duties of this Board specifies that Montana State University, Montana State College, Montana School of Mines, Western Montana College of Education, Eastern Montana College of Education, and Northern Montana College, are units of the University of Montana. The act clearly and unmistakably states that "it is the purpose of this act that the said six (6) units of our university system shall be considered for all purposes one university."

The Board of Education is composed of eleven members, and of this number, the Governor, State Superintendent of Public Instruction, and Attorney General are ex-officio members. The other eight members are appointed by the Governor and confirmed by the Senate. No more than four of the eight appointive members may be from the same political party, and appointees must be equally divided between the first and second congressional districts of the State. Terms are for eight years, and must be so arranged that the term of office of one member expires each year.

2. The Office of the Chancellor:

Sub-section 12, Section 75-107, RCM 1947, further deals with administration of the university units, in providing as follows:

> " . . . The Board must appoint an executive head of the University of Montana and fix his term of office and salary, and shall prescribe generally his powers and duties. Such executive shall be ex-officio a member of the executive board of each of the state educational institutions, but shall not be or act as president of said board, and he may, in his discretion attend each meeting of each of said executive boards and confer and co-operate with such boards, and perform such other and further duties as the State Board of Education may prescribe."

This is the statutory provision for the office of Chancellor of the University of Montana.

3. The Council of University Presidents:

The council of university presidents, composed of presidents of the six units of the University of Montana, has functioned since 1933, as Chancellors have come and gone. The council was established in that year by the Board of Education to co-operate with the Chancellor, but its scope has increased from a narrow beginning. This group elects a chairman from among its own membership to serve for each fiscal year. It consults with and advises the Board of Education on matters of common interest and concern among the various units.

4. Recommendation:

The Commission studied the composition of the State Board of Education, the office of Chancellor of the University

of Montana, and the functioning of the Council of University Presidents, but was unable to reach conclusions, and recommends that further study of the administrative structure of the state's system of higher education be undertaken by a succeeding interim legislative committee.

C. WESTERN INTER-STATE COMMISSION FOR HIGHER EDUCATION:

The Reorganization Commission had the matter of interstate co-operation in higher education brought to its attention by the Montana members of the Western Inter-State Commission for Higher Education. This type of interstate co-operation has been developed since the end of World War II. It has its basis in the fact that complete graduate and professional programs can best be supported in heavily populated and relatively wealthy states. Individual states, such as Montana, with limited population, have neither the resources nor the student demand to justify maintaining extensive professional programs.

The Southern Governor's Conference in 1948 officially endorsed a plan for regional co-operation in higher education. The Southern States looked toward pooling established educational facilities of fourteen states in order to serve the entire region.

This concept was first applied in the high-cost fields of medicine, dentistry, public health, and veterinary medicine. States without educational facilities in these fields pay the cost of educating their students at established public and private schools in other states of the region. For example, a state with no medical school within its borders may wish to avoid the costly and difficult task of creating new medical training facilities. Instead, the legislative assembly appropriates money for the education of a group of the State's medical students at colleges elsewhere in the region. This has the two-fold effect of strengthening the established institutions of the region, and meeting the needs of states within the region for greater numbers of physicians.

The interstate compact is the means by which machinery for the plan's operation is established. The Southern Regional Education Board consists of members from each of the participating states, and this Board has responsibility for administration of the program. The Board serves as a clearing house through which funds are channeled from "sending states" to "participating institutions."

The Western Governor's Conference undertook a similar program of regional co-operation in the fields of medicine, dentistry, public health and veterinary medicine. In 1951 the states of Colorado, Montana, New Mexico, Oregon and Utah, by interstate compact, established a program of regional co-operation in higher education along the lines followed by the Southern States. In 1952 a sixth State, Arizona, ratified the compact. It is hoped that California, Wyoming, Idaho, Nevada, Washington and the territories of Alaska and Hawaii will become members of the Western Interstate Commission.

The problem of the Montana student who seeks training in the field of medicine, dentistry, public health and veterinary medicine is not an easy one. Taxpayers in states possessing such medical training facilities can hardly be expected to carry the cost burden of educating out-of-state students in these health fields. The Western Regional Commission for Higher Education sets the per-student cost of education in these fields at roughly $2,500 per year in medicine, $1,700 per year in dentistry, and $1,200 per year in veterinary medicine. Tuition payments cover only a portion of these costs. States which are supporting these training institutions do so at high cost to themselves, to which is added a natural desire to serve their own students first. As a result, out-of-state freshman student acceptances have been lowered severely. Medical school staffs recognize the desirability of obtaining the best possible students, regardless of residence, in the interests of maintaining high professional standards, but they also recognize financial limitations which become more stringent as more out-of-state students are accepted for training.

The Western Inter-State Commission for Higher Education consists of three resident members from each state in the compact. A central office is to be established in one of the compacting states, headed by a director, an assistant, and a secretary. The Commission itself will develop an annual budget, which is then submitted to the Governor of each compacting state for referral to the Legislative Assembly of that state. The Commission must submit a yearly report of its activities to the Governors and Legislative Assemblies of the participating states. It is charged with maintaining accurate books of account, subject to independent annual audit.

The Inter-State Commission will enter into contractual agreements with institutions in the region offering professional education in the fields of dentistry, medicine, public health, and veterinary medicine.

1. **Recommendation:**

The Reorganization Commission recommends to the Legislative Assembly that an appropriation be provided to meet the terms of Chapter 216, Laws of 1951, which is the act approving, ratifying, and adopting the Western Regional Higher Education Compact.

Appendix F

I. Improve coordination of the university system by appointing a chief executive officer, with adequate staff, to assist the Board of Education in carrying out its responsibility for administration of the University of Montana.

II. Relieve the State Board of Education of its responsibility for administering the custodial-welfare institutions.

III. Designate the State Board of Education as "Board of Regents" for university administration, and constitute the University of Montana a body corporate and politic.

IV. This Committee recommends continued and expanded financial support of the WICHE program.

Appendix G

TEN BASIC RECOMMENDATIONS: A SUMMARY

1. The State Board of Education should organize itself (a) under existing law, and (b) in anticipation of constitutional and statutory change, to more clearly govern and accommodate the needs of Montana's university system.

Montana is well-equipped, better than many of its neighbors so far as population, number, and location of institutions are concerned, to meet future demands on education beyond the high school. The potential of 21 institutions (including six units of the state university system) constitutes an extensive resource. The future control and development of this resource requires wise coordination of the state system, and sound planning on the part of all individual institutions. Montana's participation in the Western Regional Education Compact (WICHE) provides signal opportunity to meet state needs in expensive, graduate-professional fields. Support of existing WICHE medical, dental, and veterinary programs should receive every encouragement. WICHE support also is a means of extending facilities and opportunities for Montana students, contributing to wise planning and economical use of tax resources for the programs already authorized within the state.

2. To more effectively meet its share of these problems, the State Board in dealing with University matters should view itself as the Regents of the University of Montana, *ex officio*. The legislature should confer this style by amendment to R.C.M. 75-107, adding: "The Board shall serve ex officio as Regents of the University of Montana and shall use and adopt this style in all its dealings therewith. As such, the University is constituted a body corporate and politic with all the rights, immunities, franchises and endowments heretofore granted or conferred, subject to the general laws of the state."

3. For the better government of the university system, the Board should be relieved of its responsibilities for administering the five welfare institutions.

4. Despite theoretical arguments for the "articulation" of higher, secondary, and elementary education, the problems of administering the University are far different from the supervision of the public schools. The University of Montana is in competition with universities elsewhere with the distinct social

mission of universities. Articulation is more practically achieved if this mission is secure. The prosperity and well being of both the University and the public schools warrant their clear-cut separation for administrative purposes. Their nature in the structure of state government is quite different. One, the university is a direct primary function of the state administrative system *per se*. The constitutional responsibility for the public schools has been distributed (as in other states) to local school districts, supported by state aid.

5. A separate Department of Public Instruction, under the State Superintendent, should be established by law. If a policy-making board is provided therewith, it should be called the State Board of Public Instruction with the Board as presently constituted continued as the Regents of the University.

6. As Regents, the Board should be authorized to appoint one of its appointive members as chairman, relieving the already over-burdened governorship of this additional and excessive duty. The Governor may be retained as "president" of the Board, as with the Regents of the University of California. But a chairman with less heavy public demands is necessary to provide effective university government, including liaison between the representatives of the people on the Board and the professional university staff.

7. The Board, as Regents, should provide for strengthened *coordination* of the university system through the office of the Executive Secretary. This officer should serve as secretary of the Board (as Regents), rather than the Superintendent of Public Instruction. The Executive Secretary should serve as the chief executive officer of the Board for University matters.

The Board has authority under existing law to accomplish this, and to further distinguish the position by conferring the title, Commissioner of Higher Education, Director of Higher Educational Finance, or some other suitable title if found necessary to the growing dignity of the office.

The office of the Executive Secretary should function as a *coordinating* device. The president of an individual institution should be fully responsible for managing operations on his campus. Nearly all states having prominent university systems have come to this position. Montana's ill-fated "Chancellor" system was undoubtedly a generation ahead of its time. Begun in 1913 as a coordinating device, such machinery has re-appeared in Oklahoma, Texas, Wisconsin, Oregon, Washington, New Mexico, Arizona, and other states, especially since World War II. The re-appearance comes, however, in "coordinating" form especially in finance and planning.

8. It is a basic principle that unit control and management should be differentiated from coordination in such a setup. The Board must accept full responsibility for the distinction, and must express it clearly, keeping its rules and regulations in print for the guidance of all concerned.

9. University finances have their root in academic programs at the six campuses. *Coordination* can be further assisted, under the Board and its executive officer, through a scheme of university-wide, institutional, and faculty committees (outlined in the report) to be recognized in the Board's rules. Future expansion in program and building costs can be more effectively planned, screened, and authorized by the Board under the revised organizational setup, including review, in the Executive Secretary's office based on architectural and engineering advice.

10. The problems for the future, recognizing the political facts that have brought six campuses into being, are to strive for sufficient political maturity and wisdom *to see university problems as a whole,* and not as "Missoula," "Bozeman," "Billings," "Havre," "Butte," or "Dillon" matters; and to improve university planning by the Board and its executive officers. New tools, administrative, financial, of faculty utilization and space analysis, can best be installed under the leadership of a responsible, competent, central professional staff — with the Board's eye to the needs of the state as a whole. Only then can the legislature and the people be assured that "the six units of our university system shall be considered for all purposes one university." (R.C.M. 75-107)

(Additional groups of detailed recommendations are enumerated in chapter II, "Organization and Administration," and found throughout the text. Chapter IV, "Recommendations on Budgeting, University Finance, Physical Facilities, and General Coordination of the University System," contains another 47 detailed points as follows:

1. *Budgeting*: 9 specific items, including a revised form for the legislative appropriation act.

2. *University Finance*: 5 specific items.

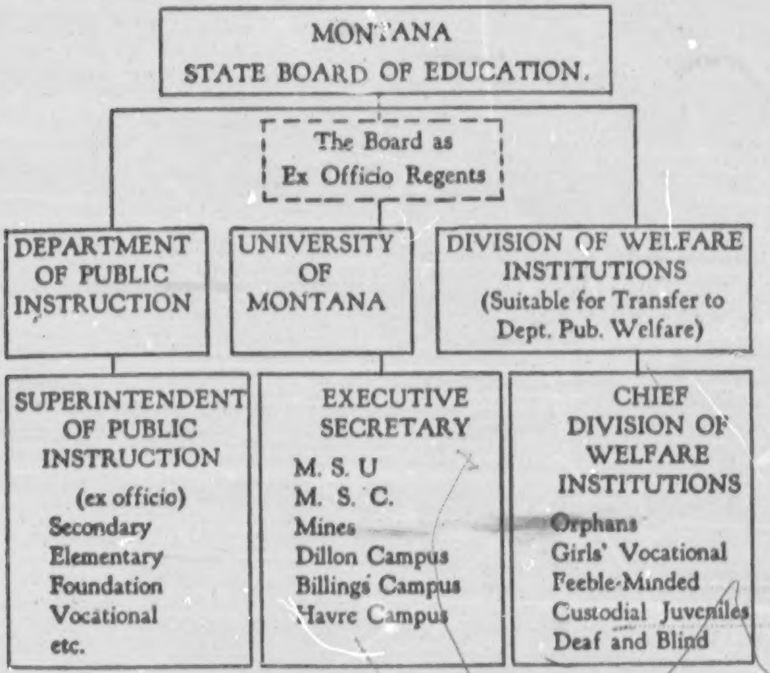
3. *Buildings, Land, and Physical Facilities*: 11 items.

4. *Administration and General Coordination*: 22 items.

The appendices contain added information bearing on these central and detailed issues.)

TABLE 12.

Possible Organization (Without Constitutional Change)


MONTANA
STATE BOARD OF EDUCATION.
The Board as
Ex Officio Regents
DEPARTMENT OF PUBLIC INSTRUCTION
UNIVERSITY OF MONTANA
DIVISION OF WELFARE INSTITUTIONS (Suitable for Transfer to Dept. Pub. Welfare)
SUPERINTENDENT OF PUBLIC INSTRUCTION (ex officio)
Secondary
Elementary
Foundation
Vocational
etc.
EXECUTIVE SECRETARY
M. S. U
M. S. C.
Mines
Dillon Campus
Billings Campus
Havre Campus
CHIEF DIVISION OF WELFARE INSTITUTIONS
Orphans
Girls' Vocational
Feeble-Minded
Custodial Juveniles
Deaf and Blind

The following recommendations begin with the assumption that constitutional change is likely to grow in this direction, and that statutory and rule-making measures may well anticipate such a development.

RECOMMENDATIONS RESPECTING THE GOVERNING BOARD

1. The Superintendent of Public Instruction should seek legislation establishing a State Department of Public Instruction, of which the Superintendent shall be the Department head; with the mission, structure, and administrative duties of the Department broadly outlined, and its relations with the present State Board of Education clarified and confined to non-University, non-welfare items. The administration of the state "foundation program" alone, marks such a department for major importance in the state government. If constitutional change and separate boards follow, the way will have been cleared for orderly development of both the University and the public school systems.

2. The five non-University institutions should be transferred by the legislature from the State Board of Education and their control vested in the State Board of Public Welfare, as a

"Division of Welfare Institutions" within that department. If by any conceivable stretch of the imagination these five institutions are viewed as "educational institutions" under the "general control and supervision" of "a State Board of Education," and under Article XI of the Constitution not subject to transfer, it must simply be pointed out that "the powers and duties" of the Board by the same constitutional provision "shall be prescribed and regulated by law."

3. To distinguish, clearly, the role of the State Board of Education to the university system, as contrasted with other educational matters, the legislature by statute should provide that the State Board of Education is *ex-officio* the "Regents of the University of Montana," and should enact this style for the Board sitting in this capacity. The legislature should constitute them a body corporate and politic, with perpetual rights of succession, under the general laws of Montana, to own, acquire by gift, bequest, and other device, and control the properties of the university system. The "Board of Regents" should avoid confusion, pending future change, with the educational activities of the "State Board" and "Department of Education." All other American state universities enjoy corporate status, either under constitutional or legislative provision, except in Connecticut, Georgia, Iowa, Kansas, North Dakota and Oregon.[8] These five, however, maintain either fully coordinated or consolidated administrative systems of higher education.

4. The Governor, by statute, serves as "president" of the Board (75-104), the Superintendent as "secretary thereof," and the State Treasurer as "treasurer of the board." (75-104)

It is recommended that the position of the Superintendent be that of Secretary for the Board sitting only with respect to the Department of Public Instruction, in matters where the Superintendent is also the chief administrative officer. The Executive Secretary of the University of Montana should serve as Secretary of the Board in University matters.

5. Title 75-104 of the R.C.M. should be amended to relieve the Governor of the obligation to serve as the active presiding officer of the Board, and to provide that the members of the Board, as Regents, be empowered to select annually, a chairman and a vice-chairman. This may be done by simple amendment to R.C.M. 75-104, adding the sentence: "The Board may also elect a chairman from among the appointed members, and such

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[8] *Higher Education in the Forty-eight States* (Chicago, 1952), Table 66, pp. 258-259.

other officers as may be necessary for the effective administration of the university system." To this should be added: "The Executive Secretary of the University of Montana shall serve as the Secretary for the Board sitting as the University Regents." This will avoid some overlapping in responsibility and function. It will also enable the Governor to "preside" as "president" when he is able to be present but with active responsibility vested in a layman who has not the burdens laid on the governorship of Montana.[9] The *ex officio*, ceremonial, interstate committees, public conferences, and personal appearance obligations of the governorship tend to crush and limit the effectiveness of the main job, namely, being governor.

6. The Legislature should review the administrative performance of the Board under these broad statutory changes, and then consider whether the Constitution, Article XI, section 11, when other amendments are being examined, should be amended to read:

> "Section 11. The general control and supervision of the University of Montana shall be vested in a Board of eight Regents, appointed by the Governor subject to the confirmation of the Senate, for eight year terms, each to commence the first day of July in successive years, according to law. The University is hereby constituted a body corporate and politic and its establishment, with all the rights, immunities, franchises and endowments heretofore granted or conferred are hereby perpetuated unto it under the control of said Regents."

Such a provision would tend to insure, for the people of Montana, a strong and vigorous university system, in the pattern of the more distinguished institutions of the Western World; with recognition of the inherent capacity of such institutions to be partially self-supporting in addition to seeking the annual or biennial appropriations made by successive legislatures.

7. Higher education deserves the best strength and leadership available for its nurture, regardless of residences. In the long run membership will naturally reflect residence in various parts of the state.

The informal "custom" "prohibiting" the appointment of members of the Board from any of the university-campus cities has basis in experience. However, it is time for all Montanans to look at the university system as a matter for Montana as a whole. Montana State University and Montana State College are not "Missoula" and "Bozeman" institutions. They belong to the people of Montana. It would be well to look forward to the time when, if the best available appointee for a vacancy in the Board lives in Billings, Havre, Butte, Missoula, Dillon, or Bozeman, viewing the welfare of the University and state as a whole, that such a person could be appointed. The measure of his success as a Regent would be his devoted service to the University of Montana, not to any single city or campus. Evidently the force behind the existing law and custom is that in the past, local interests and pressures have blinded the larger view to the point that governors, in their wisdom, have avoided Board appointments from the university system towns. No legislation is needed on this point. The issue rests with the political maturity and wisdom of succeeding governors and those they may appoint.

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[9] The University of California Board of Regents utilizes this arrangement.

8. Whenever "executive board" appears in the statutes, the phrase should be changed to read "local advisory board" in the case of the six university units, especially in 75-302.

9. If recommendations offered in relation to financial administration are received favorably (see Chapter IV), the Legislature should consider striking everything in 75-310 *after* the first sentence, with respect to the authority of the State Purchasing Agent and the Board of Examiners.

10. If no action is taken with respect to item 9, the following phrase should be eliminated from 75-310, in any event, so far as the university units are concerned:

"... but said Board of Examiners shall have authority to confer upon the executive boards of such institutions such power and authority in contracting current expenses, and in auditing paying and reporting bills for salaries or other expenses . . . as may be deemed by said State Board of Examiners to be to the best interest of said institution."

The foregoing provision is clearly contradictory of the position of the Board of Education.

RECOMMENDATIONS RESPECTING THE BOARD AND ADMINISTRATION

A. The Rules and Regulations for the government of the university system should be codified, printed, and kept up to date by the Board. Failure on the part of the Board to do so invites constant political interference. The task should be assigned to the Executive Secretary and a draft prepared at once. The title should be 'Rules and Regulations Governing the University of Montana."

B. The rules should contain provisions covering the duties, authority, and responsibility for the following:

1. *Board organization, committees, and procedure.* Provisions for the following should be included:
    a. A Chairman and Vice Chairman from among the appointed members. The Executive Secretary should serve as Secretary of the Board acting as University Regents.
    b. The Board members should view themselves as Regents of the University of Montana. They should delineate carefully, in anticipation of statute and constitutional changes, their own rules with respect to (1) public instruction and (2) welfare institutions.
    c. The Executive Secretary as executive officer of the Board for higher education.
    d. Role of the Committees: Budget (Statutory), Buildings and Grounds (or Physical Plant), Faculty and Personnel.
    e. Other provisions to clearly provide activity for the Board and its Committees as *policy-making* and *policy-review* bodies. (The Board now receives and may concern itself with too much detail).
2. *The Executive Secretary and the Executive Secretary's Office.* The administrative, financial (including budgeting, accounting, reporting) and other duties should be clearly defined, recognizing the Executive Secretary as the executive officer of the Board for the University of Montana.
3. *The Advisory Council of Presidents.* This group, formerly styled "the Executive Council" should function under the permanent chairmanship of the Executive Secretary. It should be advisory to the Executive Secretary, and through him, to the Board. All items suggested from any president for the Board agenda, for either regular or special meetings, should be presented first to the Executive Secretary. Agenda for both Advisory Council or Board meetings should be established and compiled by the Executive Secretary, who should also have full authority to place any item on the agenda of either the Advisory Council or the Board; and who should be responsible for presenting all items to the Board, with such assistance from the presidents as he may find necessary and desirable.

4. *The educational mission and purpose of each of the six units.* This provision, supplementing the statutes, should also recognize procedures for program adjustment.
5. *The authority and duties of the president at each of the six units.* (Supplementing R.C.M. 75-408).
6. *The authority and duties of the general campus administrative officers,* including deans, department heads, and others.
7. *The authority and duty of the faculties in each institution.* Faculties should carry some responsibility with respect to educational policy, including a delegated authority to make rules and regulations (subject to the approval of the Board) governing admissions, grades, scholastic standards, and graduation at their respective institutions, (See also "C"); and the role of reviewing critically, program development or proposals within their institutions.
8. *The duties of the professional staff, including the various academic ranks.*
9. *Appointments, promotions, and tenure.*
10. *Student organization* (recognition of the Associated Students of each institution).
11. *Alumni organizations* (recognition).

C. The rules should establish the following bodies:

1. *The Faculty Conference of the University of Montana* (an informal, voluntary body). This should be a voluntary association to which all faculty members holding rank would be eligible. Said faculty conference would meet annually in September before school at the call of the Board and Executive Secretary, and by invitation from a host institution (with housing and meals at regular student rates at campus facilities). It could in a meeting of a day or more, include sections for the discussion of the general theory of the university system; its basic curriculum of general education; teacher education; extension classwork; public and alumni relations; faculty personnel and welfare. General sessions, including an annual fellowship banquet, could be designed to promote understanding (1) of the common problems and diversified roles of the institutions in the system, and (2) of the greater University of Montana.

2. *The University of Montana Faculty Council.* This body, established in 1948, could serve as a steering committee to plan and arrange the annual Faculty Conference with the general cooperation of the Board and Executive Secretary. Modest financial arrangements for conference expenses beyond those of the host institution should be included in the funds appropriated to the office of the Executive Secretary.[10]

The Faculty Council should represent the faculties in matters of educational policy, for inter-institutional and university-wide affairs.

The presidents should be ex officio members of the Faculty Council, in addition to the five elected members from each institution. This is important to the discussion of basic policy issues and should be welcomed by all concerned. Free exchange and discussion should not in the least be limited by the presence of the presidents. If any feel they cannot "speak freely" except with presidents absent, there is little hope for the future of American society.

The Council should meet at least once each quarter, Autumn, Winter, and Spring. The Autumn meeting could be held prior to or in connection with the Annual Faculty Conference. The agenda for each meeting should provide opportunity to:

a. Hear reports from the Executive Secretary and the presidents as to action taken with respect to educational policy by institutions since the last meeting.

b. Receive reports from inter-institutional committees on:
   (1) Basic curriculum.
   (2) Teacher education.
   (3) Institutional studies.
   (4) Other and Special (See below).

c. Review any matters of interest which, under Board rule, have been delegated to the Council or referred to them by the Board; and make recommendations thereon to the Executive Secretary for reference to presidents, faculties, the Advisory Council of Presidents, or the Board.

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[10] In Utah, the institutions provide automobile mileage to faculty members driving cars to the Utah Conference on Higher Education. All other expenses are borne individually.

d. Consider any matter referred to them for study or discussion by the Advisory Council or the Executive Secretary.

The author feels that the recommendation respecting the Faculty Council is simple but, properly developed, can do much as a means of reviewing new academic policy developments.

e. Encourage the printing of an annual faculty bibliography for the University of Montana, to be published by the Office of the Executive Secretary. (Possibility of an annual panel at the Faculty Conference critically reviewing the research output within the University system during the preceding year might also be considered as a feature of the Fellowship Banquet. Also, the possibility of an annual "University of Montana Faculty Research Lecture," to be offered by a distinguished member of the faculties, and published thereafter, as a regular feature of the September Faculty Conference, might be considered.)

3. *The Inter-institutional Committees.* These should continue as presently organized. The following committees should report directly to the Faculty Council as suggested above:

   a. Basic Curriculum.

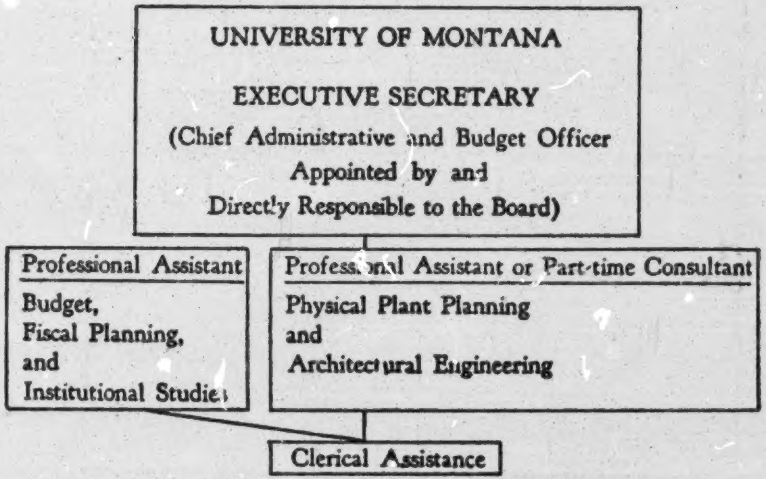
   b. Teacher Education.

The Committee on Institutional Studies should serve jointly the Advisory and Faculty Councils, receiving its assignments primarily from the Advisory Council.

D. It bears repeating that the Board should implement its statutory duty by formalizing in rule and in policy the position of the Executive Secretary as its duly authorized administrative officer in University matters.

TABLE 13.

POSSIBLE ORGANIZATION OF THE OFFICE OF THE EXECUTIVE SECRETARY


UNIVERSITY OF MONTANA
EXECUTIVE SECRETARY
(Chief Administrative and Budget Officer
Appointed by and
Directly Responsible to the Board)
Professional Assistant
Budget,
Fiscal Planning,
and
Institutional Studies
Professional Assistant or Part-time Consultant
Physical Plant Planning
and
Architectural Engineering
Clerical Assistance

E. The Board should view the selection, recruitment and appointment of the Executive Secretary as its most critical and significant function so far as the University system is concerned. It should consequently expend the pains, time and energy required for this infrequent but critical task.

F. The Board should recognize the Executive Secretary not only as its chief executive officer, but as its policy adviser on overall University matters.

G. It has earlier been recommended that the Legislature should consider organizing the administration of the Deaf and Blind School, the Industrial School, the State Orphans' Home, the School for Girls, and the State Training School under the State Board of Welfare as a Division of Welfare Institutions. Educational features of their programs need not be jeopardized. At the present, the State Board of Education should, for basic administrative purposes, refer all matters concerning these institutions to the Welfare Institutions' Budget Committee, and restyle this Committee for board purposes as the "Budget Committee on Welfare Institutions."

H. The Board, as Regents, should instruct and require the Executive Secretary as its chief administrative and fiscal officer for higher education, to establish such central accounts, system of reporting, pre-audit, budgeting, controls, and purchasing, as will insure for the University system the responsibility and flexibility, as will promote its economy and efficiency of operation, and safeguard its reputation. In the

Oregon system, these offices are found on campuses at Eugene and Corvallis, rather than the State Capitol at Salem.

The State Board of Examiners should recognize the strengthened Board, as Regents, and its Executive Secretary, as being fully-capable and responsible for maintaining an effective University fiscal system. The state may then fully rely on the post-audit, and the Board of Examiners recognize, that the detailed means for accomplishing its constitutional responsibilities are solidly in the hands of the State Board serving as Regents. Under general rules, the Examiners should, if necessary, rather than approving claims directly, delegate such a role to the State Board of Education sitting as the University Regents. The Board of Examiners, by means of its interlocking membership on the Regents of two members, and by means of the formal reports, may satisfy itself that a really first-class administrative mechanism is operating, subject to a new and improved continuous post-audit. The constitutional prerogatives of the Examiners will be fully served, perhaps more so than in those states where they have practically abdicated to modern finance departments. There will be economies and efficiencies to the state, subject always to legislative enactment of its appropriations, broad supervision of the Examiners, and the post-audit, under this system. Within the limits assigned by law and finance, the University can flourish under its board and serve the people of Montana.

RECOMMENDATIONS ON BUDGETING, UNIVERSITY FINANCE, PHYSICAL FACILITIES, AND GENERAL COORDINATION OF THE UNIVERSITY SYSTEM

BUDGETING

1. The executive budget in Montana should be strengthened — a means of responsible financial planning and administration. For biennial appropriations, the State Board of Education, viewed as Regents of the University, should (with their executive officer) function as the requesting authority for the university system as a whole. The Board should be so recognized by the state administration and legislature. Official state forms should be transmitted to the Board, for its internal disposition. Internal requests should originate in the six institutions on forms provided by the Executive Secretary's office. The forms should show all anticipated income items (gross) and all anticipated expenditure items, as *part of the explanation for the anticipated income required by legislative appropriation or authorization.*

2. Analysis, review with each institutional head, and final revision for submission to the governing board, should take place in the Office of the Executive Secretary.

3. Next comes submission of a financial plan by the Executive Secretary to the Board for its approval or revision; and for its *authorization* to seek the request approved from the legislature, via the state budgeting authority.

4. Action by the state legislature follows, with representation for the university system before the legislature as approved by the Board and Executive Secretary's office.

5. Allocations should be made for the university system as set forth in the enacted bill.

6. Seven items are suggested within a reformed general, state appropriation act, (which contains too much detail at present). These seven items should be preceded by a summary statement, not an item in the bill, but expressing the total sum embraced in the biennial grant to the University. It would read as follows:

> "To the Board of Education as Regents of the University of Montana, for the general operation and administrative expenses of the University of Montana for the biennium July 1, 1959 to June 30, 1961 as made available in the following items: .... $________

Then would follow the first in a series of seven major appropriations in the University system, the total of which, when added, would equal the sum expressed in the general preface above. Millage and general fund revenues should be included in these basic grants which would express the state's contribution.

"1. To the Board of Education as Regents of the University of Montana, for the office of the Executive Secretary, and for the general administrative expenses of the Board as Regents of the University of Montana .... $________

"2a. To the University of Montana, Montana State College, Bozeman campus, for administration, education and general expenses.. $________

b. Experiment Station .... $________

c. Extension Service .... $________

"3. To the University of Montana, Montana State University, Missoula Campus, for administration, education and general expenses (including the Forestry Experiment Station, etc.)[1] .... $________

"4. To the University of Montana, Western Montana College of Education, Dillon, for administration, education, and general expenses.. $________

"5. To the University of Montana, Montana School of Mines, Butte, for administration, education, and general expensse (including the Bureau of Mines and Geology)[2] .... $________

"6. To the University of Montana, Northern Montana College, Havre, for administration, education, and general expenses .... $________

"7. To the University of Montana, Eastern Montana College of Education, Billings, for administration, education, and general expenses $________

Separate items for building and other capital outlay are recommended. (See item No. 11 below). Nonrecurring items, so-called, should be explained but included either in the regular operating or capital appropriations as the facts warrant.

7. If revision of state budgeting procedures introduces a system of work programs, allotments, and procedures for revision of same, the statutes (or rules of the central state

agency or agencies) should permit such items from the university units to be routed through the office of the Executive Secretary unless found inadvisable in that office.

8. The foregoing procedures should apply in all requests for capital outlays, their planning, bond issues, or other means of financing.

9. Annual operating and capital outlay budgets should be submitted through the Office of the Executive Secretary of the Board for approval.

UNIVERSITY FINANCE

1. The 1957 appropriations helped raise the Montana institutions toward higher salaries. Future legislative requests should be based on the needs of the institutions as judged (a) by their responsible faculty and administrative officers; (b) the Office of the Executive Secretary; (c) the governing board; (d) the responsible budget officers of the state; and (e) the legislature.

Needs should be analyzed (a) in terms of program and performance, including curricula, curricular offerings, degrees conferred, class size, SCH cost production and other data; (b) in terms of the relationship of over-all instructional costs to those for administration, plant operation, library, research (non-contract, non-Experiment Station or other extra-budgeted research). The Executive Secretary should examine the New Mexico Board of Educational Finance procedures for possible devices and methods.

2. The experience of Nevada with a sales tax as a means of state revenue proved to be of benefit to that state and to the University of Nevada. Montana must decide the revenue issue for itself, including bond issues, millage, and so forth. The Taxation-Education Commission and other parallel studies are examining these questions.

3. The argument for a centralized, single University budget under the control of a central officer, sometimes heard in Montana, runs counter to a basic principle of successful college operation, which requires local institutional autonomy to an optimum degree. Even in the highly centralized University of California, transfers *between* campus institutions are virtually unknown, although the University, with eight campuses, operates

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[1] The justification for including these items within the larger lumps, including the millage, is for the efficiency of both legislature and the administration. Accounting systems can produce the desired results without excessive line items.

[2] See preceding footnote explanation.

on a single basic appropriation scheme, and has full power to do so. Wise budgeting prevents this necessity, although it is within the power of the Regents of the U. of California. Fund transfers *within* campus units of U.C. require state-wide action at the present time. However, moving in the direction of the principle of campus autonomy, consultations at the large campus at UCLA made in connection with this study, served to indicate that this process is now being delegated to campus units.

4. Gearing appropriation requests and legislative action thereon to a fixed number of dollars per student head, served a useful purpose (1957) in raising Montana's standards, but is a practice which should be considered as only *one* basis for evaluating *need*. Alone it tends to become a mechanical, slot machine formula. The "refunding" operations of 1958 with budget "reductions accordingly," (when predicted enrollments did not fully materialize), illustrates some of the pitfalls in this practice It will be remembered that in February, 1958, it was reported (accurately) that despite enrollments, "certain costs" were "fixed." A 40 per cent figure, it was agreed, would have to be exempted from the "refunds." Student enrollment figures are an important index in judging the scope of a college operation. But they cannot be extended to the last student and the last 69 cents of an operation.

5. Another reason for not placing overemphasis on student enrollment figures as a means of allocating funds, is to discourage "body-snatching" or "recruiting wars" among the institutions. Conjuring up of new programs, ranging from "industrial electronics" to "television arts" or other attractive academic "come-ons" for attracting enrollments, is not unknown in America.

Dillon's future may be to let itself be known as the campus of three hundred students, and to bring all the benefits of the small academic community to bear on its campus. Billings may be better off with 1,000 students than with 2,000, given Rocky Mountain College and the other five units maintained by the state. The *coordination* of programs is important not only to prevent cost-spirals, but also to avoid anything in the least approaching academic counterfeit.

A 1958 study of the retention and withdrawal of college students made by the U.S. Office of Education (Bull. 1958, No. 1) has shown that "the most important reason for attending a particular institution was to specialize in a certain subject field." If the School of Mines, Western, Northern, or Eastern are *good* enough in their assigned fields, they will have appropriate student enrollment. If they are not good enough in their existing field to attract students, the remedy is not to add new fields and add to duplicate state programs at the major level, but to either *be* good enough or close shop. If they are not good enough in their historic field, chances are they will be less good in some new adventure. This is a matter for outside as well as inside judgment. Hence the earlier recommendations with respect to the Faculty Council and other committees, as well as the Office of the Executive Secretary. In the case of the Montana colleges, this philosophy is given further support in the same study which reported (p. 105): "Transfer percentages indicate that students who enrolled in teachers' colleges and technological institutions understood more clearly what they wanted than did those who enrolled in universities or liberal arts colleges."

The place for the "undecided" in Montana, therefore, may well be at Bozeman or Missoula if the mines, teacher education, or basic curriculum (first two years) does not satisfy either a student or a faculty member elsewhere. A faculty member who is dissatisfied with Swarthmore and wants to be at the University of Pittsburgh had better leave Swarthmore, because Swarthmore will *not* emulate Pittsburgh. The same should go for a faculty member dissatisfied with the program at Billings, Havre, or Dillon. If he feels restricted by the authorized program he had better go "elsewhere" for his own peace of mind and future professional happiness, rather than remain unhappy and attempt to reconstitute, unduly, a different academic order at these small campuses. A school requires a faculty dedicated to the school's purpose.

BUILDINGS, LAND, AND PHYSICAL FACILITIES

1. Permanent buildings and available land at the six campuses are fairly impressive. Over the years buildings have been well constructed. The Physics and Engineering office buildings at Bozeman and the Journalism and Forestry Buildings at Missoula especially impress a campus visitor with their appointments. Their continued maintenance is an important operational responsibility. There is no evidence, including Billings, that any institution will have to move or relocate its campus. Land now owned, nearby or otherwise available, is adequate for future growth — at least into the 1980's.

2. The action of the Montana Supreme Court in declaring the 10 million dollar bond issue unconstitutional (July, 1958) dramatizes the necessity for a continuing, ongoing, rational approach to the problem of state building operations. The past method employed in connection with this device has placed the institutions and their presidents too much in the field of practical politics. It has forced the university system unduly into financial relations with the Missoula, Bozeman, Butte, and other college communities, when the issue is not at all local but rather a state-wide constitutional responsibility.

3. The State of Montana might well consider the establishment of a State Construction and Planning authority to make comprehensive plans for the building needs of the state as a whole (see the new Utah law, ch. 133, *Laws of Utah,* 1957); and, to implement their findings under law. The public must not forget that "building needs" include utilities, water mains, heating plants, many things that do not meet the eye.

4. Steps seem long overdue for an over-all approach to state building finance by the Montana executive branch and legislature. The present policies appear to be piecemeal and do not reflect the approach required by state government in the future.

5. The governing board, in connection with the foregoing, should re-examine the wisdom and desirability of permitting the university units to assess a variety of special student fees for *instructional*[3] building purposes; and make constructive policies in this area for the guidance of the institutions, and, for the consideration of the legislature.

6. Capital outlays should be most carefully planned and financed. Planning should be based on careful studies of space utilization in each institution. The methods set forth in the *Manual for Studies of Space Utilization in Colleges and Universities* (130 pp., 1957) by John Dale Russell and James I. Doi, are recommended. This study was prepared for and in co-operation with the Committee on Enrollment Trends and Space Utilization of the American Association of Collegiate Registrars and Admissions Officers. Nearly all institutions using this methodology have discovered (with the possible exception of chemistry laboratory space) that their institutions have *some* available space, both in terms of "room-period" use (whether the period be 36, 40, or 44 hours per week), and especially "student-station-

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[3] Note this does not refer to bond issues for self-liquidating projects.

period" use. These findings challenge departmental chairmen and other schedule-makers, as well as providing clear-cut data for future planning of new, and replacement of old facilities.

The Board should require the Executive Secretary to make recommendations based on careful surveys and analysis of the findings, then establish firm policies with respect to the timing, authorization, and financial methods of new construction.

7. The institutions can all absorb, speaking generally (and ignoring the limitations of libraries or chemistry laboratories), an estimated 10 to 30 per cent more general students depending on the campus) without (again in general), putting as much pressure on space, or faculty (English and Mathematics here added to the exceptions), as exist in some other institutions of equal or more distinctive scholarly achievements. Using a 36-hour-per-week scheduled use of classrooms as 100 per cent in 1956-57, the system was using (according to an Executive Council memorandum) 53.1 per cent of its classrooms; and, with 24 hours-per-week as 100 per cent, 66.3 per cent of its laboratories.[4] A 100 per cent room-period-use per week is not expected, being well nigh impossible. However, California standards of 65 per cent for classrooms and 80 per cent for laboratories show that Montana had room in which to grow in 1956-57 *so far as the run of general students is concerned*. The exact facts for the future can be determined through space-utilization studies.

8. Office utilization by faculties, as revealed in the same memorandum, showed that of 492 office units reported, 313 held single occupants — (which is highly desirable), with 168 units having multiple occupany. This is considerably better than large metropolitan universities. Office space is important, and Montana is not unfortunately situated in this regard — speaking comparatively.

9. The Board should review its practice of permitting shells of buildings and other structures to be constructed before sufficient revenues are in sight to see them through to completion.

10. Old, fire-trap, wooden structures at Missoula and Bozeman should be razed, sold, or otherwise disposed of at the earliest possible date. Replacement can be considered at a different level by the central administration and governing board as part of a plant plan requiring attention from the executive and legislative branches of the state government. There is much waste

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[4] Based on a study by the Executive Council, mimeographed, January, 1957. See Appendix III-E-4.

space, square-foot wise, plus high maintenance in the present structures.

11. The automobile is here to stay. Parking facilities are still in the mud-and-gravel stage for the most part on all campuses. Limited funds may be found to improve and blend appropriate areas into the campus atmosphere through parking fees. But legislative assistance is almost essential for such physical facilities.

ADMINISTRATION AND GENERAL COORDINATION

1. The Board should take immediate steps to delegate to the Executive Secretary the duties outlined in R.C.M. 75-405, especially,

   a. "to prevent unnecessary duplications of courses of instruction . . ."

   b. "To investigate carefully the needs of each of said institutions with reference to buildings, equipment, and instruction . . ."

2. A governing board cannot make effective *coordination* policies unless it has expert, professional recommendations forthcoming to it for consideration. Likewise the Board must have such professional resources to which major policies and problems can be referred. The board should rely on the Executive Secretary not only for (a) budget recommendations, but for (b) data and information, (c) program control and physical plant planing (in cooperation with the institutions), (d) physical plant financing and capital outlay planning in connection with budget recommendations.

3. The current budget of the Executive Secretary's office is about $17,000. Increases to provide approximately $45,000 per year (New Mexico) may be anticipated:

Executive Secretary — Salary comparable to similar state-wide officers in other states or to the presidents at M.S.U. and M.S.C.	$ 15 - 20,000
Professional Assistant, Budget, Fiscal Planning, and Institutional Studies	6- 8,000
Architectural Engineering (Planning and Construction	10-12,000*
Clerical and Other Assistance	8 - 10,000
	ca. $ 45,000

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*Annual basis indicated by these figures. A part-time or consulting arrangement should be initiated first.

4. The seal of the University of Montana should be in the custody of the Executive Secretary (amend Section 75-406) rather than the Secretary of the State Board of Education.

5. The Council of Presidents has worked extremely well — but its nature inescapably involves a long-range trend toward *mutuality* rather than *coordination* of, and specific missions for, the six units.

6. Mutuality of *feeling* must be maintained, but differential institutional shapes, sizes, programs. The Montana presidents are unusually able men. Professional administrators elsewhere are no more capable nor better qualified. Yet, the advice and recommendations emanating to the Board at present can hardly be divorced from the presidents' preoccupations with their own institutions and local problems. *Coordination,* under the existing pattern becomes a matter of mutuality and cooperation, no matter how high-minded. Prizes tend to go first to original planners. The system also places, simultaneously, restraints on any individual president's rich resources for originality. Such resources invite "me too" responses which can be weighed for their merits by the Board only with difficulty, because of the presence of five other personal equations. I do not believe six presidents ever were more congenial, or cooperated better, than the six witnessed in Montana during the late spring and summer of 1958. However, even in this high-minded, congenial group, state-minded as they are, and filled with great common sense and appreciation for essential limitations, the subtle, long range influence and the subconcious concern for the local place must naturally affect decision making. The result is that Montana has a UN Security Council-like system of cooperating diplomats. All are "chiefs of state" so to speak. Every meeting tends to become a "summit conference" and not an administrative staff meeting for a single, coordinated university system containing differential units.

7. Coordination by the Executive Secretary, by the committee and council scheme proposed (including faculty participation), and the budgetary leadership of the Executive Secretary, need not "destroy" the presidents as "heads of governments." Central coordination does not require "commands." Program limits and even cutbacks will come about as the result of *suggestion,* backed by facts, cost studies, and rational information. Satisfaction with budget revisions and requests will follow the same route. By the same token, the legislature and the Board cannot

help but be gratified by full disclosure of information which must stand as the hallmark of leadership and success on the part of the Executive Secretary.

8. A striking demonstration of the need for effective coordination appeared in the spring of 1958, when, in effect, the Board of Education could have authorized actions which, in the long, long distant future, could (if not checked and sublimated) lead towards incipient planning for expensive graduate professional education in the field of medicine. Other examples will quickly follow under the National Defense Education Act of 1958. On March 17, 1958, Montana State College was authorized to request a $130,000 grant from the National Institute of Health for a "Medical Research Building" and to get "necessary matching funds from contributions or grants from interested agencies or individuals, or funds available to M.S.C. which would be suitable for partial matching;...."

Research work in bacteriology, biochemistry, physiology, genetics, was given as justification.

Research of value to human medicine usually precedes the launching of new buildings, and is often accomplished with existing facilities. Federal aid was available, and Montana's portion was allocable! Similar steps were presented to clear the way for comparable action at Missoula.

Research funds, contracts and grants are often a mixed blessing. They bring new requirements for space, overhead costs, and personnel. If they are not designed and geared to the basic character of the institution, they are better rejected. Otherwise a basic decision is taken to enlarge or modify the basic character of the institution. It is to be doubted that future historians will find that the seeds were sown for two rival schools of medicine in the year 1958. However, stranger things have happened. *The point for emphasis is that such steps should be taken with full consideration of the implications involved, and with proper policy limits spelled out after the implications have been weighed.* Here is an example where collective judgment and discussion by faculties, and by the Faculty Council, can prove extremely effective prior to Board recommendations. There are always able, critical minds in a sizeable faculty group who will look beyond self interest, and still recognize the impracticality and undesireability of faculty interference with administrative responsibilities. Such is the role of the Academic Senate at the University of California, best-financed, richest, and perhaps most distinquished of all the state universities. If California can afford broad, representative faculty review of educational policy proposals, with its $190 million per year expenditure budget, the University of Montana can at least consider the practice.

9. One of the early assignments of the Executive Secretary should be to pursue the codification and revision of the rules and regulations of the Board, using the presidents, institutional, and university-wide committees, as may be necessary. This is essential if the Board is to retain its proper place between the legislature on the one hand, and the University on the other. Several years may be involved between initiating the step and appearance in neat, published form of the printed documents.

10. As the Office of the Executive Secretary takes firmer hold in central coordination of the system (and coordination, rather than operation, should be its watchword), the Board may wish to consider an additional *ex officio* title in addition to the existing statutory provision for an "Executive Secretary." Director of Higher Educational Finance, Commissioner of Higher Education, Commissioner of the University of Montana, are among such possibilities.

11. The Board should aim at a date not later than July 1, 1960, if possible, for making provision for expanding the strengthened office. Provision should be made in the current 1959 Legislative Budget request. Early action is important in order for a new appointee to have the advantage and the benefit, at an early date, of the wisdom and experience of the incumbent Executive Secretary.

12. The Oregon scheme of higher education has a centralized accounting-control system, located in its campuses, principally at Corvallis. The legislature should consider the desirability of authorizing the Board of Education to permit the Executive Secretary's office to establish such a centralized accounting and control system for the University, rather than in the Controller's office, should such a step seem desirable as the review of the Controller Law and the establishing of a new executive budget system proceeds. Such a system could lend itself to effective post-audit control, either by an outside firm of public accountants or by a revised and stregthened post-audit system established by the State of Montana. Purchases, salary checks, other warrants are now centralized in Helena. If this step is taken, an accounting system should be installed which can correlate with institutional studies and yield the type of data useful in university management and control. Such a step will obviously relieve some of the

pressure in the existing Controller's office and require additional funds for the office of the Executive Secretary.

13. The High School Relations Coordinator's position under consideration by the presidents, should be deferred until the Executive Secretary's office is enlarged and strengthened. The necessity for the position can then be reconsidered in that office.

14. An endorsement from the Presidents' Council for Eastern Montana College of Education to change from the quarter to the semester plan should be deferred for similar action. (It was presented to the Board but referred back for study on February 10, 1958.)

15. The action of the Board of Education February 10, 1958, authorizing each unit of the university system to operate an extension program on a "self-supporting basis" with fees of from $5 to $10 per quarter hour, should be viewed as a temporary expedient, and should be referred by the Executive Secretary's office to the Faculty Council for study (or by a special university committee). Recommendations should later be made to the Board for a more permanent policy.

16. The possibilities of a state-wide university extension-public-service-adult-education program should be carefully considered.

17. Restraint at Eastern, Northern, and Western in offering work leading to Masters' degrees is a wise policy.

18. The waiver of nonresident fees should be limited to graduate students of high scholastic ability, and should be delegated by the Board to the presidents at M.S.U., M.S.C., and Montana School of Mines.

19. The Montana institutions need to have some concern lest they become over-heavy with topside administration. Pressures of time on the Presidents as the "Executive Council" may have contributed to this development. Some large state universities did not acquire academic vice presidents or deans of academic administration until they had ten or twelve professional schools, graduate schools, and thousands of students. The Montana deans or vice presidents presently are "working deans" and (or) virtually full-time teaching professors. But names, titles and topside organization will bear watching as the years go by. Some chiefs of campus at large, nationally-known universities, still perform in the classroom, if only a two-hour class one semester or quarter a year. This may not be a universally sound working

model, but it is something of an inspiration to a faculty who see four or five "channels" between them and the President's office.

20. Central institutional studies should be planned, and designed in the office of the Executive Secretary. Uniform reporting, capable of producing clear data, should be formalized. Institutional studies officers, full-time, may eventually be required at the Bozeman and Missoula campuses. For the present, the institutional studies committees may be relied upon within the system. They have done splendid work and deserve hearty commendation.

21. The time is not yet ripe for authorizing liberal arts degrees at the Colleges of Education or Northern Montana College.

22. New curricula, majors, departments of instruction, schools, institutes, degrees, certificates, should be authorized by the Board only after full review and positive presentation from institutional faculties and administrations to the Executive Secretary, and report by him to the Faculty Council. Any proposal having less than substantial support of the Faculty Council should rarely, if ever, be taken by the Executive Secretary to the Board for approval. Review by the Faculty Council in this area of policy can serve as an important check on unwise expansion and duplication — a responsibility which the faculty must share.

Appendix H

GENERAL ORGANIZATION OF THE BOARD OF REGENTS AND THE UNIVERSITY OF MONTANA

Subjects included in Bills I and II which significantly alter the existing status of the law, or which require explanation, are covered below.

The Composition of the Board of Regents

The constitution provides for a board of three ex officio members, and eight members to be appointed by the Governor, subject to the confirmation of the Senate, under the regulations and restrictions to be provided by law. The recommended statute appears as Section 1 of Bill I in the appendix. The provisions pertaining to geographic distribution and political affiliation of board members remain unchanged, as do the eight-year terms of the appointed members. A provision allowing removal for cause has been added. The unwritten custom of not appointing members from cities where units are located was not formalized by statute; the Council feels the Governor should be able to make such appointments if he desires.

While the Legislative Council generally favors governing boards and department heads serving at the pleasure of the Governor and, therefore, more directly responsible to him, it feels that an educational governing board is one of the few defensible exceptions. Authorities generally endorse the necessity for independent university governing boards.

> ***Generally speaking, boards established to govern state institutions of higher education appear to have two basic qualities or characteristics. First, for the most part, boards are relatively independent, not directly and immediately responsible to the voters of the states or to popularly elected central state officials. By a variety of means most of the boards are screened from the direct and immediate influence of the voters and the popularly elected state officials. It is apparent that the provisions establishing them and clothing them with authority to operate state institutions of higher education deliberately intended that the boards should possess a degree of autonomy.***[1]
>
> ***From an executive point of view, the uncertain loyalty of board appointees may be a barrier to effective government. But in the unique business of academic governing boards, the tendency of board members to become defenders of the institution rather than agents of the governor is—and here most governors would agree—often the means of academic salvation.***[2]
>
> ***. . . governmental efficiency and educational freedom are commonly viewed as competitive claims that must be weighed in the balance before enduring harmony can be achieved.***[3]

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[1] The Council of State Governments, *Higher Education in the Forty-Eight States,* (Chicago, 1952) pp. 132-133.

[2] Moos and Rourke, *The Campus and the State,* (Baltimore, 1959), p. 239.

[3] *Ibid.* p. 313.

The Office of Executive Director of the University

The Council recommends that the position of Executive Secretary be redesignated as "Executive Director." This recommendation should indicate more than a change in title alone. With the appropriation granted by the 36th Legislative Assembly, additional resources will be available to the governing board to enlarge the staff for this office. The statute establishing the position is Section 2 of Bill II.

The Council did not attempt to detail the duties of the executive officer of the Board of Regents; this is properly a function of the board itself. It is the Council's intention, however, that the position of executive director of the University encompass the duties and responsibilities outlined by the following references to the position of executive secretary by Dr. Durham.

> ***The Board, as Regents, should provide for strengthened COORDINATION of the university system through the office of the Executive Secretary. This officer should serve as secretary of the Board (as Regents), rather than the Superintendent of Public Instruction. The Executive Secretary should serve as the chief executive officer of the Board for University matters.***[4]
>
> ***The office of the Executive Secretary should function as a COORDINATING device. The president of an individual institution should be fully responsible for managing operations on his campus.***[5]
>
> ***It is a basic principle that unit control and management should be differentiated from coordination in such a setup. The Board must accept full responsibility for the distinction, and must express it clearly, keeping its rules and regulations in print for the guidance of all concerned.***
>
> ***University finances have their root in academic programs at the six campuses. COORDINATION can be further assisted, under the Board and its executive officer, through a scheme of university-wide, institutional, and faculty committees . . . to be recognized in the Board's rules. Further expansion in program and building costs can be more effectively planned, screened, and authorized by the Board under the revised organizational setup, including review, in the Executive Secretary's office based on architectural and engineering advice.***[6]

* * *

The rules (of the board) should contain provisions covering the duties, authority and responsibility of the following:

> ***The administrative, financial (including budgeting, accounting, reporting) and other duties should be clearly defined, recognizing the Executive Secretary as the executive officer of the Board for the University of Montana.***
>
> ***The Advisory Council of Presidents . . . formerly styled "the Executive Council" should function under the permanent chairmanship of the Executive Secretary. It should be advisory to the Executive Secretary, and through him, to the Board. All items suggested from any president for the Board agenda, for either regular or special meetings, should be presented first to the Executive Secretary. Agenda for both Advisory Council or Board meetings should be established and compiled by the Executive Secretary, who should also have full authority to place any item on the agenda of either the Advisory Council or the Board; and who should be responsible for presenting all items to the Board, with such assistance from the presidents as he may find necessary and desirable.***[7]

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[4] G. Homer Durham, *The Administration of Higher Education in Montana*, (Helena, 1958) pp. 2-3.

[5] *Ibid*, p. 3.

[6] *Ibid*, p. 3.

[7] *Ibid*, pp. 38-39.

The Board should recognize the Executive Secretary not only as its chief executive officer, but as its policy adviser on overall University matters.[8]

* * *

The Board, as Regents, should instruct and require the Executive Secretary as its chief administrative and fiscal officer for higher education, to establish such central accounts, system of reporting, pre-audit, budgeting, controls, and purchasing, as will insure for the University system the responsibility and flexibility, as will promote its economy and efficiency of operation, and safeguard its reputation.[9]

Central to the importance of future financing is procedure in budgeting. The matter of available reports, feedback, data and information, exchange among the institutions and through the office of the Executive Secretary to the board—all these elements will find place in making the proper allocation of funds in the future.[10]

* * *

For biennial appropriations, the State Board of Education, viewed as Regents of the University, should (with their executive officer) function as the requesting authority for the university system as a whole. The Board should be so recognized by the state administration and legislature. Official state forms should be transmitted to the Board, for its internal disposition. Internal requests should originate in the six institutions on forms provided by the Executive Secretary's office.[11]

* * *

Budget Analysis, review with each institutional head, and final revision for submission to the governing board, should take place in the office of the Executive Secretary.

Next comes submission of a financial plan by the Executive Secretary to the Board for its approval or revision; and for its authorization to seek the request approved from the legislature, via the state budgeting authority.

Action by the state legislature follows, with representation for the university system before the legislature as approved by the Board and Executive Secretary's office.[12]

* * *

The Board should require the Executive Secretary to make recommendations based on careful surveys and analysis of the findings, then establish firm policies with respect to the timing, authorization, and financial methods of new construction.[13]

* * *

The Board should take immediate steps to delegate to the Executive Secretary the duties outlined in R.C.M. 75-405, especially, "to prevent unnecessary duplications of courses of instruction . . ." "To investigate carefully the needs of each of said institutions with reference to buildings, equipment, and instruction . . ."

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[8] Ibid, p. 43.

[9] Ibid, p. 43.

[10] Ibid, p. 79.

[11] Ibid, p. 80.

[12] Ibid, p. 80.

[13] Ibid, p. 87.

> ***A governing board cannot make effective coordination policies unless it has expert, professional recommendations forthcoming to it for consideration. Likewise the Board must have such professional resources to which major policies and problems can be referred. The Board should rely on the Executive Secretary not only for (a) budget recommendations, but for (b) data and information, (c) program control and physical plant planning (in cooperation with the institutions), (d) physical plant financing and capital outlay planning in connection with budget recommendations.***[14]

* * *

> ***Coordination by the Executive Secretary, by the committee and council scheme proposed (including faculty participation), and the budgetary leadership of the Executive Secretary, need not "destroy" the presidents as "heads of governments." Central coordination does not require "commands." Program limits and even cutbacks will come about as the result of suggestion backed by facts, cost studies, and rational information. Satisfaction with budget revisions and requests will follow the same route. By the same token, the legislature and the Board cannot help but be gratified by full disclosure of information which must stand as the hallmark of leadership and success on the part of the Executive Secretary.***[15]

* * *

> ***Central institutional studies should be planned, and designed in the office of the Executive Secretary. Uniform reporting, capable of producing clear data, should be formalized. Institutional studies officers, full-time, may eventually be required at the Bozeman and Missoula campuses.***[16]

As Dr. Durham clearly suggests, the office of the executive director should function primarily as a coordinating device. He should serve the regents foremost in a research capacity, providing information to enable the regents to reach intelligent policy decisions on such matters as building needs, budgeting and curricula. In addition, as a coordinator, he will provide a clearing point for proposals from all of the university units to the board of regents. All proposals to the board should be routed through the executive director's office and passed on to the board with his recommendations.

It is the intent of the Council that the presidents of the individual units remain fully responsible for the immediate direction, management and control of ther respective institutions, subject to the general policies and programs established by the regents. This provision is written into the proposed law in Section 5, Bill II.

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[14] *Ibid*, p. 89.

[15] *Ibid*, p. 91.

[16] *Ibid*, p. 95.

Local Executive Boards

The Council recommends that the local executive boards presently authorized by statute be abolished. All eighteen members of the six executive boards and the presidents of the six university units were asked for comments. With the exception of some members of the local boards, it was the general opinion that they are serving as a "fifth wheel" of the university system.

The Board of Regents clearly has constitutional responsibility for generally supervising the University of Montana. The local operation on each campus has been, and should continue to be, the responsibility of the unit president. There is no need for an additional executive agency to participate in the administration of higher education on the state level. These Boards, at one time, were given executive authority and there are remnants of such authority in existing statutes. However, they have generally evolved into advisory-type agencies serving primarily as consultants for the unit president on problems of local public relations.

The Council does recognize that such a liaison group between the university unit and a local community may be desirable. However, it feels that such a board should be appointed by the president of the unit, and not by the Governor of the state, who is not altogether responsible for higher educational policies promulgated by the governing board.

Section 5, Bill II provides that the president of any unit may appoint a local advisory committee, if he so desires. This should not be interpreted as prohibiting the appointment of a state-wide advisory council, or board of visitors, as at least one unit president has already seen fit to do.

CONCLUSIONS AND RECOMMENDATIONS

The university buildings recently authorized by the board of education may be necessary; perhaps the legislature itself should have provided the means for these or other buildings. However, the legislature's recent non-approval of an appropriation or bond issue to finance these buildings indicates that machinery does not exist for an adequate presentation and justification of university building programs to the legislature. If university administrators had presented orderly evidence in the form of space utilization studies and long range building plans, the legislature might have responded by providing the necessary funds.

Nevertheless, the board of education, in complying with the requests from university administrators for additional plant facilities, did what it had a perfect legal right to do. The board's action of permitting the assessment of student fees to finance academic and other buildings should not now be questioned; it was apparently governed by what it felt were the best interests of the university system.

However, the Council believes that the assessment of a building fee against students at any unit of the university of Montana for academic buildings is tantamount to a tuition charge and is inconsistent with the principles of public education.

The Council recognizes that enrollment in the University of Montana will continue to increase rapidly and that the ingenuity of administrators may be taxed to find adequate plant facilities in the future. The oft-heralded "population explosion," however, has been employed as an excuse for construction programs justified only superficially by university administrators.

University buildings authorized or constructed during the present biennium will cost no less than $11,444,633. At least $4,264,000 of this amount will come primarily from a toll on students in the form of building fees. (See "Appendix B" for detail and other information on university building programs.) The Council does not believe that a semblance of publicly financed education can be maintained if further tuition charges are sanctioned by the board of education.

Furthermore, neither University administrators nor the board have demonstrated their ability to properly control or allocate the fees levied for building purposes. For example, the auditor's report for Western Montana College of Education for the 1957-1959 biennium noted the following instance of fund "juggling": Building fees totaling $19,930.00 collected in 1955, 1956 and 1957 were deposited in a local bank. In 1958, $3,000 was placed in the bank from dormitory income and charged as dormitory capital (furniture and fixtures). In September 1957, $16,033.40 of this fund was withdrawn and used to help defray the cost of the president's home which was to have been constructed from "accumulated dormitory income." In 1958 the balance in this bank account of $6,896.60 was withdrawn and deposited in the account "textbook fund."[8] The auditor's report for E.M.C.E. noted "that many items of a capital nature were charged to operating expense and repairs and replacements." The report on M.S.U. stated that "The bond indenture requirements do not seem to be followed in many of the issues."

The Council recommends that the basic law be rewritten to provide for a measure of authority similar to that given to the Board by the original 1929 law. Sample bill III in "Appendix A" implements this recommendation.

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[8] *Financial Report of the Six Units of the University of Montana System*, for the biennium ended June 30, 1959, p. 22.

Under this law future building requests with the exception of those for student housing, would have to be reviewed and approved by the legislature. Presumably all such requests will be justified by evidence in the form of space utilization studies which fully demonstrate a pressing need. Such studies should be conducted by designated members of the staff of the university units concerned, and supervised, coordinated and reviewed by the executive director and his staff for the board of regents.

> ***It may be difficult to change the habits of a student body and the teaching personnel. Classes, however, should be scheduled not only on the basis of the personal convenience of student and teacher, but also on the effective use of the facilities available. Full utilization of the school facilities would then make the argument more effective when new buildings are requested.***[9]

The aim of this proposed legislation is to slow down the present scramble for university buildings, and encourage future programs based on rational, deliberate decisions supported by accurate and objective research.

If the proposed bill passes, the legislature would have to accept full responsibility for meeting the building needs of the university system, with the exception of dormitories. In the past the legislature has been circumvented; the proposed law would not permit this in the future.

It is also the Council's recommendation that, except in the case of student housing facilities, so called "open-end" financing be prohibited and that all available income dedicated to the liquidation of existing building debts be used exclusively for maintenance of these specific buildings and accelerated reduction of the bonded indebtedness. (See sample bill IV in "Appendix A") After setting out requirements for payment of principal and interest and the establishment of reserves, the bond agreements often provide that income from student building fees may be used "for any lawful purpose." Unless the use of fees is limited to the maintenance of existing facilities and the retirement of existing bonds, the fees could be prolonged for longer than is necessary to pay for these facilities.

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[9] *State Government Magazine*, Winter, 1960, p. 14.

Appendix I

POLICIES AND DEGREE PROGRAMS

The following general policies and policies relating to degree programs are presented in summary form and cover points in which a substantial concensus has been reached in the review process previously described. The final section of this chapter deals with problem areas. Because of differences of opinion or lack of time for deliberations, a supplemental memorandum report is being prepared for submission to the committees of the Board on additional problems of academic programming.

General Policies

A. The University System: With prospects of a fifty per cent increase in enrollments during the current decade and increased demands for research and public service, the existing units of the University of Montana System now constitute and should continue to constitute a widespread and valuable resource for meeting the State's needs in higher education. Each has prospects of increasing enrollment, a useful plant and facilities, and an established faculty and staff. Additional units within the University of Montana System should not be required during the current decade; rather, any expansion that may be necessary to meet the needs of the State should be within these existing units and in terms of the differential functions of each. Each should strive for excellence in its respective sphere.

B. Multi-purpose Institutions: During the decade 1960-70, only two multi-purpose or complex institutions will be maintained within the Montana System of Higher Education; namely, Montana State University and Montana State College.

C. Differentiation of Functions: In the interests of providing quality of service at reasonable cost, differentiation of function will exist in varying degrees among and between the various units, including the two complex and multi-purpose institutions.

D. Quality of Service: Each institution will propose the assumption of additional responsibilities only when such services can be added without affecting adversely the qualitative level of the existing programs in the University system.

E. Research Responsibilities: Within their respective functional areas MSU, MSC, and MSM should be the primarily state-supported academic agencies for research, both basic and applied, and the repositories for scarce documents and unique library resources needed for graduate and research programs. WMCE, EMCE, and NMC will recognize that instruction is their primary function and will provide facilities appropriate to instructional programs.

Graduate Degree Programs*

A. Doctoral Degree Programs:

Doctoral degrees and programs should be limited to Montana State University and Montana State College.

B. Master's Degree Programs:

(1) Master's degrees in mineral and petroleum engineering should be limited to the Montana School of Mines.

(2) All other master's degrees in engineering should be limited to Montana State College.

(3) All master's degrees in secondary education for high school classroom teachers should be offered only at Montana State University and Montana State College since emphasis on such programs should be primarily on the subject fields concerned.

(4) All master's degrees in school administration (superintendents, high school principals, elementary principals) should be limited to Montana State University and Montana State College.

(5) The master's degrees in speech pathology and audiology should be limited to Montana State University.

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*See also sections on Professional Areas.

(6) The master's degrees for elementary classroom teachers should be offered at Montana State University, Montana State College, Western Montana College of Education, and Eastern Montana College of Education.

(7) All five units preparing teachers may offer a fifth-year program leading to the Class I certificate for elementary and secondary teachers in all fields in which undergraduate secondary majors are authorized. (See par. B-3 below.)

(8) At the master's level, preparation of specialists in speech, hearing (see par. B-5 above), and the gifted should be limited to Montana State University. Master's level work in special education as authorized for Eastern Montana College of Education, while including some work in remedial reading and retarded learning, should not be at the level of preparing specialists in these two programs.

(9) Majors in guidance and counselling at the Master's level should be confined to Montana State University and Montana State College. Undergraduate programs designed primarily to provide for "Teacher-Counsellors" should be available at Western, Eastern, and Northern, as well as under the more specialized programs at Montana State University and Montana State College.

Professional Areas

A. **Business**: There should be only one professional School of Business Administration within the University system, located at Montana State University. The Business major in Secondary Education at Eastern Montana College of Education should include only courses necessary for undergraduate preparation of teachers of business education. The undergraduate program in accounting at Montana State College should be reduced so as not to overlap the professional accounting program at Montana State University. Further, only one institution, Montana State University, should offer graduate degrees in Business Administration. Montana State College should offer a graduate minor in Business Education only.

B. Education: Undergraduate Teacher Education:

(1) The five units training teachers should offer programs in elementary teacher education at the undergraduate level. (Ref. Appendix, par. VI B-2).

(2) Major fields of emphasis for the education of secondary school teachers (Ref. Appendix, par. VI B-3 as modified by Committee deliberations) should be limited to areas which can be presented on a high quality basis within the framework of available resources, as follows:

WMCE: (5 areas) English; Social Sciences; Health, Physical Education & Recreation, Mathematics, General Science.

EMCE: (8 areas) Art; Business Education; English; Social Sciences; Health, Physical Education & Recreation; Mathematics, Physical Sciences, Biological Sciences.

NMC: (5 areas) English; Social Sciences; Health, Physical Education & Recreation; Biological Sciences, Industrial Arts.

MSC: (17 areas) consolidating options in commerce, music, and speech & theatre arts.

MSU: (17 areas)

(3) Counseling and guidance should be enriched at all teacher training institutions at the undergraduate level with training of specialists at the master's degree level. (See Graduate degree programs, par. B-9 above).

C. Music: There should be only one professional School of Music within the University of Montana System, located at Montana State University. Montana State College may offer a music teaching major in education and Western, Eastern and Northern may offer Public School Music minors.

D. Home Economics: Home Economics courses should be confined to Montana State College and Montana State University. Only one, Montana State College, should offer graduate degrees and professional training. Both should offer undergraduate degrees with Montana State University limited to fields of teacher preparation and general home economics. Montana State University should offer a graduate minor only in home economics education. A minimum number of courses for dietetic internships should be offered at both institutions.

E. Geology: There is a place in three units (MSU, MSC, and MSM) for undergraduate teaching in geology and each should serve particular and non-duplicating goals. These unique goals should be: MSU - professional geology within the framework of the liberal arts & sciences; MSC - offerings tied in with geography & conservation options; MSM - engineering applications of geology. There is presently need for only one Ph.D. program in Geology and this should be at Montana State University.

F. Other Professional Fields: With the exceptions as noted above (Teacher education and the specialized professional fields at the School of Mines), training in the professions shall be the exclusive responsibility of the two complex multi-purpose institutions. With respect to the responsibilities of these two institutions for professional training, differentiation of function will be maintained.

THE BASIC CURRICULA PROGRAM

Recognizing the differential functions of the institutions of the University of Montana System it is essential to maintain an effective plan to facilitate transfer of students from one unit to another. The Basic Curriculum program provides this means whereby lower division instructional opportunities at the smaller and more regional units can be transferred to the complex units and be utilized to meet graduation requirements. The concept is sound and should be further strengthened and developed to realize the full potential of coordinated basic curricula with four-year major programs in the liberal arts, the sciences, and the professions.

PROBLEM AREAS

Since there are certain academic programs that remain to be resolved, a separate memorandum will be submitted to the committees of the Board.

In summary it is recommended: that the State Board of Education, ex officio Regents of the University of Montana, in order to assure a more equitable and uniform implementation of policies regarding waivers of incidental and registration fees for selected students, limit the number of such waivers at any unit to an amount not to exceed six percent (6%) of the net enrollment for November 1st of the applicable year as projected by the Office of the Executive Secretary. The following programs of fee waiver are excluded from these limitations: (1) High School Honor Scholarships, (2) Prize Scholarships, (3) Indian Scholarships, (4) Custodial Scholarships, (5) War Orphans' Scholarships, (6) Triplets, (7) Staff and Graduate Assistants, (8) War Veterans. (Approved by the Board August 13, 1962, Item 183-005.)

That further study be given to limitations on fee waivers of non-resident students and to a more uniform definition and interpretation of "non-resident student" for fee purposes.

That staff members be treated uniformly by all units in the matter of fee waivers.

That consideration be given to a means of regularly reporting fee waivers or programs that will show their effect upon institutional income and expense.

Faculty Load.

Consolidated Table III shows the time devoted by full time faculty to various functions. These data give added insight to the differential functions of the units comprising the state system of higher education, and support planning goals concerning faculty work loads. In terms of faculty time, organized and sponsored research is centered at the complex (MSU, MSC) and technological (MSM) institutions as is responsibility for departmental research. The teaching function is emphasized at the remaining three. This is in keeping with the distinctive functions of each. Recognizing, as have studies over the past decade, that research responsibilities can be fulfilled only by reduction of teaching load, the following planning goals in terms of ratio of full time equivalent students to full time equivalent faculty appear appropriate in planning the future of the Montana State institutions and in recognizing their differential functions: MSU, MSC, MSM 15.5:1 (this includes graduate assistants who teach); WMCE and EMCE 20:1; and NMC 18.5:1 (recognizing adjustments due to the vocational technical program).

Appendix J

THE SURVEY STAFF'S RECOMMENDATIONS AND SOME OF THEIR MAJOR IMPLICATIONS

A survey report, if it is to be genuinely helpful as a source of guidance for future action, must set forth some proposals for action or at least for serious consideration. These recommendations are really the "pay dirt" of the entire survey effort, for they help to answer the question of "So what?" In formulating their survey recommendations, the members of the Montana Survey Staff attempted to exemplify Survey Principle 19 in Chapter 1, which states:

> The recommendations of the survey staff include sufficient detail to serve as an adequate guide to future action but not so much detail as to deprive responsible people of their rights and responsibilities in carrying the proposed plan forward.

This chapter serves, as did the immediately preceding chapter, a kind of summarizing and synthesizing function. Chapter 7 focused on what is and what has been. The focus of Chapter 8 is on what should be. Chapter 8 closes with some of the major implications and possible outcomes of the recommendations.

The recommendations which follow have the unanimous approval of the 10-member Survey Staff, eight of whom are national authorities in their respective fields of vocational-technical education. The two other members are nationally recognized in the field of survey work. Their work has included eight special surveys of vocational-technical education, including three on a statewide basis (Maine, Oregon, South Carolina). Whether the educational, economic, and political leadership of Montana gives serious consideration to these recommendations is of far greater significance and value to Montana and its youth than it is to the Survey Staff, either collectively or individually.

The Recommended MASTER PLAN for Montana

Concerning the major, or basic, components (elements) of public assisted educational efforts in Montana, IT IS RECOMMENDED:

1. That the three following major components[1] constitute Montana's Statewide system of public educational effort:

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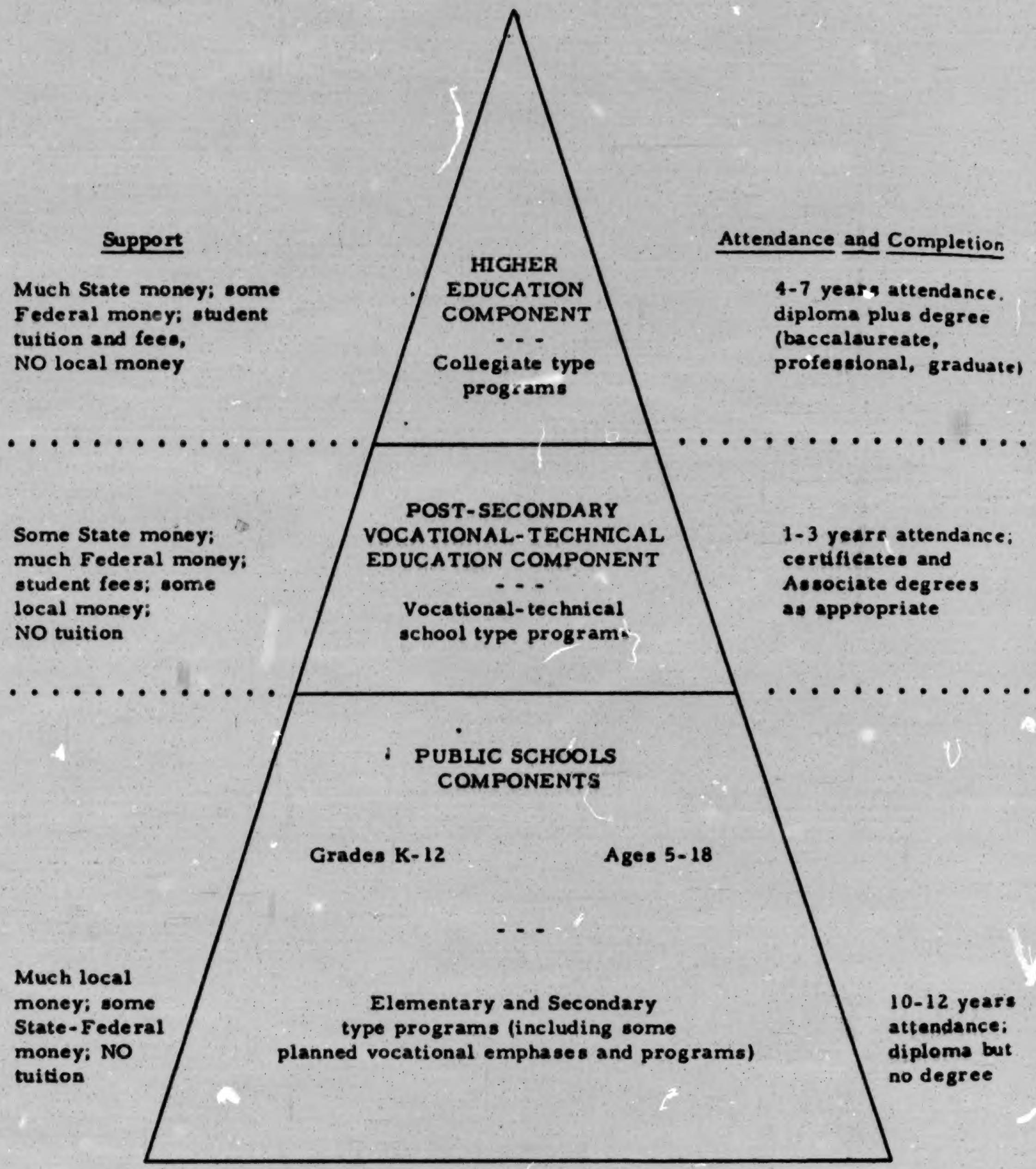
*Prepared by the 10 members of the Montana Survey Staff. The recommendations in Chapter 8 differ somewhat in arrangement and content from those presented by the Survey Staff to the State Board of Education at a meeting on February 11, 1968. That written report was titled Part II of the Preliminary Report of the Survey Staff.

[1] See Figure 10 on the following page.



Support		Attendance and Completion
Much State money; some Federal money; student tuition and fees, NO local money	HIGHER EDUCATION COMPONENT - - - Collegiate type programs	4-7 years attendance, diploma plus degree (baccalaureate, professional, graduate)
Some State money; much Federal money; student fees; some local money; NO tuition	POST-SECONDARY VOCATIONAL-TECHNICAL EDUCATION COMPONENT - - - Vocational-technical school type programs	1-3 years attendance; certificates and Associate degrees as appropriate
Much local money; some State-Federal money; NO tuition	PUBLIC SCHOOLS COMPONENTS Grades K-12 Ages 5-18 - - - Elementary and Secondary type programs (including some planned vocational emphases and programs)	10-12 years attendance; diploma but no degree

(This diagram is not presented as a true "educational ladder," nor is the size of each segment of the triangle meant to imply the size of the program as regards the number of institutions or the number of students in that component.)

Figure 10. The recommended pattern of Montana public education

(a) The component often referred to as "the public schools" (K-12), serving basically the span of compulsory ages (7-16 by Montana law) and having general education as its first and primary instructional purpose but with provision also for exploratory, prevocational, and vocational emphases in the program of instruction; and except as hereinafter recommended, to be organized, administered, and financed as is currently being done

(b) The component (new) of post-secondary vocational-technical education, having as its primary instructional purpose the development of skilled craftsmen, technicians, and semiprofessional personnel, but with provision for occupational preparation for anyone desiring such preparation (high school graduates, dropouts, and adults); and to be organized, administered, and financed as hereinafter recommended

(c) The component of higher education, having as its primary instructional purpose the provision of programs leading to baccalaureate, professional, and graduate degrees; and except as hereinafter recommended, to be organized, administered, and financed as is currently being done

2. That the State's leadership (educational, economic, and political) move systematically, through its established channels (Legislative Assembly, various boards and commissions, etc.) to support, with as much equity as possible, the three components; and that, in so doing, the leaders attempt to maintain as clear a distinction as possible among the three components with respect to such things as purposes, programs, organization, administration, staffing, and financing.

3. That the desire of State leadership for a coordinated and interrelated system of components motivate the leaders to avoid falling into the trap of (a) trying to create any type of educational institution which seems to be able "to do all things for all people," (b) attempting to "keep all vested interests happy," or (c) putting political expediency ahead of basic social, economic, and educational needs.

4. That, while life may indeed seem to be a series of compromises, compromise solutions be avoided which in any way jeopardize the distinctive discreteness of the three components recommended.

Concerning the elementary portion (K-6) of the public schools component, IT IS RECOMMENDED:

1. That in the elementary schools the primary emphasis continue to be on the fundamentals represented by the three R's and on the supplementary purposes generally accepted throughout our nation as appropriate for children in kindergarten through grade 6.

2. That, in addition to the "fundamentals" of elementary education, there be added consciously an emphasis on the beginnings of knowledge about and an understanding of the world of work (occupations); the dignity of work; human relations among people living and working together; the place of food, clothing, and housing in our and others' cultures; and the conservation of natural resources.

3. That, in giving maximum meaning and success to the above recommendation, the philosophy of guidance for elementary school ages be exemplified in the elementary schools through knowledgeable teachers, counselors, and school principals.

4. That, starting in kindergarten or grade 1, pupils be introduced, through planned programs, to experiences of an exploratory manipulative type, involving at first the use of the large muscles, and in succeeding grades the increasing use of the smaller (more difficult to control) muscles; and that utilization be made of the types of activity such as those listed on pages 45-46 of Chapter 1.

Concerning the junior high school grades (7-9) of the public schools component, IT IS RECOMMENDED:[2]

1. That the exploratory manipulative experiences systematically provided in kindergarten through grade 6 be continued, with increasing refinements and with growing prevocational emphases in the junior high school grades (7-9); and that these exploratory manipulative experiences be accompanied by reading, discussion, and use of audio-visual aids to provide a growing understanding of the world of work (occupations) and the other occupational aspects introduced at the elementary school level.

2. That pupils of junior high or middle school age, through the personal encouragement and help of understanding teachers and sophisticated counselors, be encouraged and assisted in developing an increasing and realistic awareness of their own aptitudes, abilities, special dexterities, and other personal attributes; and that they begin to focus on possible future occupational plans and the potential means for fulfilling such plans.

3. That the exploratory emphasis in this type of school not be limited to experiences involving a reasonably large amount of manipulation but be extended also to organized exploratory experiences in mathematics, science, art, music, language, and sports.

4. That the organizational lockstep of the school year or the school semester be broken to provide exploratory course opportunities for shorter periods of time; for example, 12 weeks instead of a full semester or a full school year.

Concerning the senior high school grades (10-12) of the public schools component, IT IS RECOMMENDED:

1. That the exploratory emphasis started in the elementary schools and continued through grades 7-9 be extended in grades 10-12 on a planned basis, with increasing use of vocational guidance (and testing) and with a definite trend toward the vocational or occupational emphasis for possible job entry.

2. That in any given school district the prevocational and vocational programs of the senior high school grades (10-12) be established only after careful local study of the high school pupil population (number, type, and interests), the availability in the community of possible occupational experience arrangements for cooperative vocational programs, the possibility of placement after high school graduation, and other relevant factors.

3. That in the making of the local studies, use be made of the published materials from the State's Division of Guidance (or Pupil Personnel) Services; that use be made of professional consultation from vocational-technical education authorities in the units of higher education and the State Department of Public Instruction; and that utilization be made of lay consultation from the local community.

Concerning the (NEW) post-secondary vocational-technical education component of the State's educational efforts, IT IS RECOMMENDED:

1. That the Legislative Assembly by statutory action divide the State into five districts or administrative units, (covering collectively the entire 56 counties) for post-secondary vocational-technical education, with the boundaries of the five districts delineated as shown in Figure 11.[3]

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[2] The recommendations for junior high or middle schools and senior high schools are limited to aspects of exploratory, prevocational, or vocational education.

[3] See the APPENDIX for tables of comparative data about these five districts.

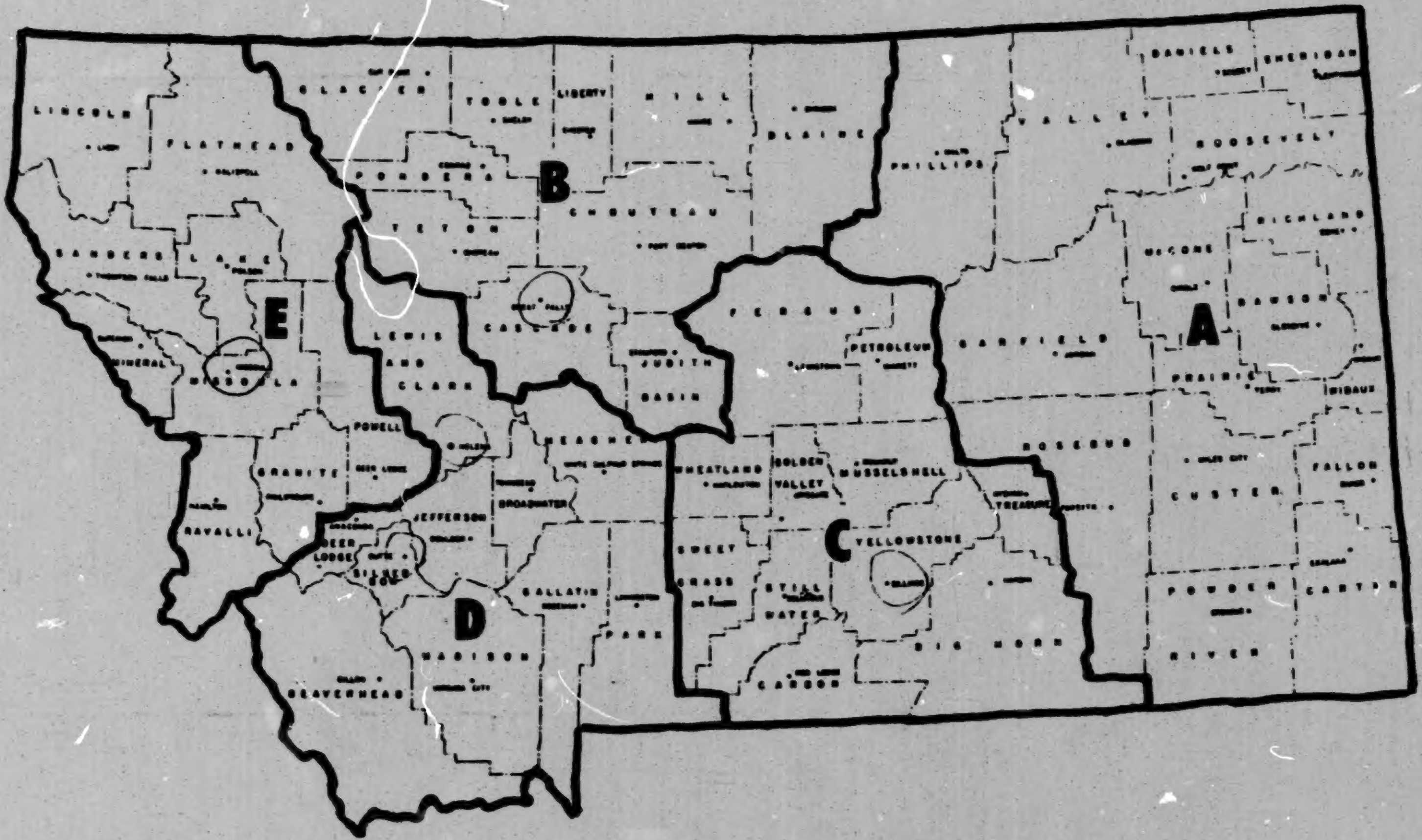
A
B
C
D
E
LINCOLN
FLATHEAD
SANDERS
LAKE
MINERAL
MISSOULA
RAVALLI
GRANITE
POWELL
DEER LODGE
SILVER BOW
BEAVERHEAD
MADISON
JEFFERSON
BROADWATER
LEWIS AND CLARK
GALLATIN
MEAGHER
PARK
GLACIER
TOOLE
LIBERTY
HILL
BLAINE
PONDERA
TETON
CHOUTEAU
CASCADE
JUDITH BASIN
FERGUS
PETROLEUM
WHEATLAND
GOLDEN VALLEY
MUSSELSHELL
SWEET GRASS
STILLWATER
CARBON
YELLOWSTONE
TREASURE
BIG HORN
PHILLIPS
VALLEY
GARFIELD
ROSEBUD
DANIELS
SHERIDAN
ROOSEVELT
RICHLAND
McCONE
DAWSON
PRAIRIE
WIBAUX
FALLON
CUSTER
POWDER RIVER
CARTER

Figure 11. The recommended districts for public post-secondary vocational-technical education in Montana

2. That statutory provision be made requiring that in each district a Vocational-Technical District Board of Education be established in accordance with at least the following characteristics:

   (a) Each board will consist of nine members to be elected at large on a non-partisan ballot, each member to serve three-year terms, with three members being elected every three years, and eligible for re-election.

   (b) Not more than one member may be elected from any given county, and in a District with more than nine counties a plan of rotation should be worked out so that each county in turn will at a given time have an elected representative on the Board.

   (c) The boards for vocational-technical districts will have the same financial powers regarding taxes and bond issues as those given to the boards of trustees of local school districts.

   (d) Each District Board will select annually from its membership a President (Chairman), Vice President (Vice Chairman), and Clerk-Treasurer.

3. That each District Board for Vocational-Technical Education be empowered and urged to establish as soon as possible a vocational-technical education Center, and that in its establishment the Board observe the following factors or criteria for location:

   (a) Located at or near a large urban center of population, usually the largest one within the District, and one having reasonable population growth experience and prospects for future population and economic growth

   (b) Located in urban areas having industry and business, especially diversified as to type

   (c) Located centrally with primary regard to geography and especially to driving time

   (d) Located where there is evidence of demonstrated interest in vocational-technical education

   (e) Located so as to have reasonable access by main highways

4. That the five District Boards for Vocational-Technical Education establish their respective Centers as follows and in the order indicated: District B at Great Falls, District C at Billings, District E at Missoula, District D at Helena, and District A at Miles City; and that every financial effort be made to establish all of them with as little lapse of time as possible.

5. That each District Board for Vocational-Technical Education, in selecting the specific site for its post-secondary Center for Vocational-Technical Education, enlist the assistance of the Division[4] of Vocational-Technical Education in the State Department of Public Instruction and other consultative assistance as it deems necessary and desirable.

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[4] Divisional status for vocational-technical education in the State Department of Public Instruction is recommended later in this chapter.

6. That District Boards, in establishing their respective Centers, build new physical facilities unless adequate (modern and well-equipped) facilities can be leased or bought from other school districts or other governmental units; but that the use of antiquated, unsafe (often abandoned) structures be avoided.

7. That the Centers be considered as both commuting and residential (dormitory) institutions.

8. That in providing student housing at the Centers, the District Boards give consideration to the use of revenue bonds if such are legal or can be made legal under Montana's finance laws.

9. That with regard to financing, the cost of capital improvements (buildings, site, equipment) be borne on a 50-50 basis - 50 per cent by the vocational-technical District and 50 per cent by combined State and Federal funds; and that the operating costs be borne as follows: one-third by the vocational-technical district, one-third by State funds, and one-third by Federal funds.

10. That a voted minimum school levy be required in each of the five vocational-technical education districts in order to qualify for State and/or Federal funds, that the minimum levy be kept low, and that the minimum be uniform among the five districts.

11. That there be no tuition charge for attending the Centers, but that a uniform system of student fees be established by the State Board for Vocational-Technical Education.

12. That the vocational-technical Centers operate through the State Department of Public Instruction under the supervision of the Division[5] of Vocational-Technical Education and be open to anyone not enrolled full time in any other type of school.

13. That the Centers operate on a calendar of four three-month quarters, with approximately one week of "vacation" between each two consecutive quarters; but that a student's attendance for all four quarters of a school or calendar year be optional with the student.

14. That the District Board select for its Center for vocational-technical education a chief executive officer (administrator) to be known as the Director, who shall be a person with interest and experience in vocational-technical education and with preparation for and experience in general school administration.

15. That the Director then select and recommend to the District Board for appointment additional staff (professional, paraprofessional, office, custodial, and maintenance) as the need indicates and the budget permits, and that the professional staff be eligible for membership in the Montana Vocational Association and the Montana Education Association and its appropriate affiliates.

16. That the staff of the Centers serve as resource personnel (consultative) for (a) assisting local high schools with their exploratory, prevocational, and/or vocational programs, (b) helping with any local adult education programs having a direct occupational (vocational) emphasis, and (c) assisting with work programs for unskilled occupations for less able pupils.

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[5] Divisional status for vocational-technical education is later recommended in this chapter.

17. That the Centers provide appropriate programs for the preparation of skilled and technical workers for job entry, for upgrading in their occupations those already employed, and for the retraining of those whose occupations are becoming obsolete. that these programs provide appropriate courses for the preparation of semiprofessional, or paraprofessional, personnel; and that occupational programs be available for other groups desiring vocational preparation.

18. That for the completion of semiprofessional (paraprofessional) programs of at least two years in length, appropriate Associate degrees be granted, and that for other programs appropriate certificates of completion be granted.

19. That each Center District Board, in determining from the several possible offerings its own instructional program, base its decisions on a careful study of student needs, employment opportunities, and other relevant factors; and that, in so doing, the Board enlist the help of State and other personnel who are authorities in post-secondary vocational-technical programs.

20. That the vocational-technical education Centers provide a variety of appropriate clubs and other extracurricular activities, including intramural sports; but that interscholastic athletic competition be forbidden.

21. That the establishing of programs in the various Centers be under the general supervision and approval of the State Board for Vocational-Technical Education, assisted by the Director of Vocational-Technical Education and his professional staff, in order to minimize unnecessary duplication of offerings and to provide for some allocation of specialties in those course areas where need does not warrant offerings in more than one Center.

22. That the State Board for Vocational Education, with the assistance of the Assistant Executive Officer[6] for vocational-technical education develop a plan whereby students from a given district may attend a Center in another when the district of residence does not provide the desired vocational-technical program.

23. That the State Board of Education not grant to any additional local school districts "area" designation in the meaning currently applicable in Montana, and that the designations now being applied to two local districts be withdrawn in favor of the recommended new post-secondary Centers for Vocational-Technical Education.

Concerning the higher education component of the State's educational efforts, IT IS RECOMMENDED:

1. That the State Constitution be amended to permit the creation of a new Board of Higher Education to serve as the major (State-level) policy-making body for the Montana System of Higher Education,[7] and that such a Board then be created by statute.

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[6] It is later recommended in this chapter that the Director of Vocational-Technical Education serve also as the Assistant Executive Officer to meet with the State Board for Vocational Education.

[7] The Survey Staff proposes this term in lieu of "Montana University System" since two of the institutions are universities (a collection of colleges and/or schools), but all institutions are institutions of higher education.

2. That the Board of Higher Education consist of nine members to be appointed by the Governor, with the advice and consent of the Senate and with no ex officio membership; and that the members serve overlapping terms of nine years and not be eligible for reappointment.

3. That the members of the Board of Higher Education be representative of the State geographically, that no more than five members be from the same political party, and that the members be representative of the industries, businesses, and professions in the State.

4. That the Board select from its membership to serve one-year terms a President (Chairman), Vice President (Vice Chairman), and Secretary.

5. That the work of any State institution offering programs designed specifically to lead to a baccalaureate, professional, or graduate degree come within the legal purview of the State Board of Higher Education.

6. That teacher education for the vocational-technical areas, in so far as possible in terms of commitments already made by the State Board of Education, be concentrated at Montana State University where much of it is currently.

7. That approval be given to a well-designed and well-staffed program at Montana State University leading to a Master of Education degree for administrators of programs of vocational-technical education.

8. That increasing attention be given by teacher educators in the vocational-technical areas to the inservice education of vocational-technical teachers.

Concerning the general improvement of vocational-technical education in Montana, IT IS RECOMMENDED:

1. That the State Board of Education continue to serve also as the State Board for Vocational-Technical Education, but that the State Constitution and State laws be amended to create or permit the changes recommended below.

2. That the State Board of Education consist of three members elected by popular vote on a nonpartisan ballot from each of the five districts for vocational-technical education, that these 15 members be elected for overlapping terms of five years, and that they be eligible for re-election.

3. That it be recognized that concurrent membership on the State Board of Education and on either the recommended district boards for vocational-technical education or the existing local boards of school trustees constitutes a conflict of interest, and that such concurrent membership be deemed unlawful.

4. That the professional qualifications of the State Superintendent of Public Instruction be raised, that he be appointed by the State Board of Education to serve as its chief executive officer, and that all other professional personnel of the State Department of Public Instruction be appointed by the State Board of Education upon the recommendation of the State Superintendent.

5. That the State Department of Public Instruction be so organized as to give divisional status to vocational-technical education; that the Director of Vocational-Technical Education be assigned the additional role of Assistant Executive Officer for Vocational-Technical Education and, as such, meet regularly with the State Board for Vocational-Technical Education; that the Director of the Division of General Education be assigned the additional role of Assistant Executive Officer for General Education and, as such,

meet with the State Board of Education; and that the implementation of this recommendation be made at the earliest feasible time.

6. That the State Board for Vocational-Technical Education have full responsibility for vocational-technical education programs in all public schools other than units of the System of Higher Education, and that there it have a joint responsibility with the recommended Board of Higher Education.

7. That increasing responsibility be given to the Director of Vocational-Technical Education and the heads of the various vocational services in his Division in the determination of budgets and the allocations of monies for vocational expenditures, and that the Director and his staff then be held responsible for the administration of this fiscal responsibility under the general supervision of the Office of the Superintendent of Public Instruction.

8. That the plan of State reimbursement for vocational-technical education to local school districts having approved programs under State jurisdiction and to the vocational-technical teacher education in public higher education be on a 50 per cent basis.

9. That a more liberal policy of providing travel funds for out-of-State professional travel be established and implemented.

10. That the Research Coordinating Unit become a definite subunit of the Division of Vocational-Technical Education, responsible to the Division Director.

11. That all of the vocational-technical services located in the State Department of Public Instruction make a combined effort to improve communication among themselves, with the lay and professional field, and with other divisions or components within the State Department of Public Instruction; and that in order to improve communication, cooperation, and coordination among themselves, all of the various vocational-technical services and their Director be housed in offices in reasonable proximity to one another.

12. That the State professional staff for vocational-technical education begin at once to hold regular and separate staff meetings chaired by the Director of Vocational-Technical Education to discuss problems peculiar to their programs and to plan for improvements of their several services.

13. That within the State Department of Public Instruction the components of general education and vocational-technical education cooperate closely as professionals when there appears to be mutal benefit, but that neither be subsumed organizationwise under the other since their basic purposes are diverse.

14. That the endorsement requirements necessary for the certification of teachers in the various vocational-technical services be cooperatively developed and then set forth as explicitly as possible in the State certification brochure.

15. That the practice of having a State Advisory Council be continued, but that, in [illegible] that it be more representative of the occupational interests of the State, its membership be increased to at least 11; that one of its major assignments be that of [illegible]ing out problems and needs as related to Montana's economy and proposing [illegible] solutions to the State Board for Vocational-Technical Education; that it meet at least quarterly; and that the Director of Vocational-Technical Education al[illegible] with it in his role as Assistant Executive Officer for Vocational-Technical [illegible]

16. That the State professional leadership responsible for the growth and improve[illegible] of vocational-technical education capitalize on the demonstrated interests of the

State's news media for increased communication regarding the needs for such growth and improvement.

17. That adult education programs with a definite vocational (occupational) emphasis come under the general purview of the Division of Vocational-Technical Education, and that adult education with a definite general education emphasis come under the purview of general education in the State Department of Public Instruction.

18. That the working relationship between the professional staff of the Division of Vocational-Technical Education and the teacher educators in the vocational-technical areas be really functional and on an organized basis.

19. That cooperative efforts be made by the State Department of Public Instruction, including the Division of Vocational-Technical Education, to provide a more systematic plan of communication to the professional field regarding such things as policies, guidelines, criteria, standards, personnel, programs, educational finances, educational needs, and educational plans.

20. That a moratorium[8] on the establishment of community (or junior) colleges be declared until the State has decided definitely on its basic approach to meeting the needs for post-secondary vocational-technical education, and that then the State Board of Education determine the role of the existing community colleges in the State's public educational effort.

21. That greater and better use be made of lay advisory committees in all areas of vocational-technical education at the State, regional, and local levels.

22. That efforts be made to accelerate the slow progress in Montana of the reorganization of school districts and the consolidation of school centers in order to provide larger attendance centers, particularly at the high school level, which, in turn, will make more feasible the establishment and operation of successful and economical programs of prevocational and vocational education.

Recommendations about the Various Vocational Services

Concerning Montana's program of vocational education in agriculture, IT IS RECOMMENDED:

1. That the staff for the vocational agriculture services of the State office be increased to provide at least two full-time persons (a supervisor and an assistant) who shall be qualified by training and experience to give the currently needed State leadership and who shall have no substantial duties outside vocational education in agriculture.

2. That a State Advisory Committee representative of the agricultural interests of the State be appointed and used for the Statewide program of vocational education in agriculture, and that each local program be required to have a functional local advisory committee.

3. That the State staff in vocational education in agriculture develop objective criteria, or standards, for determining (a) in what schools the establishment of new departments of vocational agriculture is justified and (b) in what schools there is justification for the continuation of reimbursed departments of vocational agriculture.

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[8] Hardly needed in view of the establishment of only three such institutions in approximately three decades (since 1939).

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4. That the State staff establish written criteria, policies, and procedures for each type of vocational agriculture program, and that reimbursement be provided only to those school districts meeting these standards.

5. That consideration be given by the State staff to a policy of serving the vocational agriculture needs of small high schools and their communities through a program of cooperative or shared services in which the resources of two or more school districts would be combined and utilized for the benefit of each participating district.

6. That the establishment of any new high school program of vocational agriculture or the continued support of existing programs with Federal and/or State funds be justified only on the basis of a comprehensive program of agricultural education designed to serve occupational objectives of both high school and out-of-school youth and adults.

7. That further and continuing attention of the State supervisory staff and the State teacher training staff be given to the revision and improvement of the State vocational agriculture curriculum guide to ensure that it is realistic in light of actual and anticipated opportunities for gainful employment in agricultural occupations.

8. That the State staff aid each high school offering vocational agriculture in developing sufficient flexibility of program to meet the needs of both the agriculture student who will go immediately into farming after high school graduation and the student who will pursue further education and training in a post-secondary center or in a four-year college.

9. That a stronger emphasis be placed on the program of the Future Farmers of America to the extent that each high school vocational agriculture program will use the FFA program as an integral part of its curriculum to develop agricultural leadership, citizenship, and cooperation among all vocational agriculture students.

10. That attention of State supervisory and State teacher training staffs be given to upgrading and enhancing classroom teaching through strengthening agricultural libraries of local departments.

11. That a continuing program of research be set up to study problems pertinent to the success of the program of vocational agriculture and to establish criteria needed for evaluating all phases of the program.

12. That the State staff make a thorough and careful appraisal of the need for post-high school education in agriculture, including the nature and content of courses, the requirements for facilities and equipment, the current and anticipated demand for highly trained or specialized workers, available instructional personnel, location of training centers, qualifications for enrollment, recruitment of students, costs, and other information pertinent to the establishment of agricultural courses in proposed post-high school training centers.

13. That the teacher training program in agricultural education be expanded to include a minor in Agriculture Business Education in the preservice phase, that it provide a stronger emphasis in agricultural mechanics, and that inservice teacher training be extended to a follow-up program in the field with new and old teachers of vocational agriculture.

14. That teacher education in agriculture at Montana State University be reimbursed by the State Board of Education on a 50 per cent basis for the preservice and inservice training rendered to the State's program of vocational agriculture.

15. That steps be taken to secure greater State financial support for vocational agriculture to provide 50 per cent State reimbursement for salaries on that portion of a local high school vocational agriculture teacher's time devoted exclusively to vocational agriculture.

16. That the State staff implement a Statewide program of public information and public relations to publicize, inform, promote, and improve the program of vocational agriculture in Montana.

17. That the State staff give leadership to a plan of coordinated and cooperative effort to improve and maintain an effective Statewide program of vocational education in agriculture through a coordinating council or other means of involving representatives of all major types of agriculture agencies, organizations, and groups of the State.

18. That the instructional program of the junior high school or middle school provide for general agriculture, supplemented by some shop experience in industrial arts.

19. That at the senior high school level the following be considered appropriate types of courses for developing a program of vocational agriculture:

    Livestock production (feeding, care and management, sanitation and disease control, marketing)
    Crop production (cultural practices, soil conservation, disease and insect control, marketing)
    Farm management (farm or ranch and home plan, land utilization and management, farm records and accounting, farm surveying and layout)
    Agricultural mechanics (farm machinery operation and maintenance farm power - motors and engines, farm building and equipment construction)

20. That each agriculture student in high school be required to participate in an agriculture experience program of "production," "supplementary practices," or "farm business placement" during each year he is enrolled in high school vocational agriculture.

21. That the following be considered appropriate as possible offerings in vocational agriculture for the new post-secondary vocational-technical education Centers:

    Animal and poultry science technology
    Plant and soil science technology
    Ornamental horticulture
    Soil and water management
    Farm and ranch business organization and management
    Agriculture merchandising (buying, selling, servicing)
    Marketing, processing, and distribution of agricultural commodities
    Milling and elevator industry (feed, seed, and grain)
    Farm power (generation, distribution, utilization)
    Farm and ranch equipment (sales and servicing)
    Agriculture chemicals
    Agricultural cooperatives (organization and management)
    Production agriculture
    Heavy equipment maintenance, operation, repair and adjustment
    Other specialized courses relating to peculiar or special industries; e.g., timber production and/or management

Concerning Montana's program of education in vocational home economics, IT IS RECOMMENDED:

1. That the excellent cooperative program planning of the State supervisors and teacher educators be continued and expanded to include the setting up of long-term goals, that home economics teachers be included in this planning, and that all involved take part in evaluating each year's work in terms of the objectives.

2. That the State Supervisors of Home Economics Education be commended for publishing the bulletin, "Vocational Home Economics Education... Planning for Effective Teaching," in October, 1967.

3. That the State supervisors publish a policy bulletin which would include such topics as standards for reimbursed programs (including guidelines for developing gainful employment programs at the various levels), reimbursement policies, and other information which would be easily accessible for teachers and administrators to use in planning or evaluating local programs.

4. That efforts be made to involve teachers in planning for annual State vocational conferences and/or area conferences as a means of developing leadership, and that "Show and Tell" sessions at these conferences provide an opportunity for teachers to describe innovations and happenings in their departments so that these sessions might serve to stimulate other teachers to try promising practices.

5. That the graduate research program in home economics at Montana State University be strengthened by encouraging teachers working for Masters' degrees to write theses rather than to earn additional credits and write graduate papers, and that the State supervisors submit to the teacher educator and/or Director of the School of Home Economics suggestions for research studies that are needed in the field of home economics education.

6. That an additional full-time teacher educator be hired for Montana State University so that additional time is made available for working on research with graduate students, for supervising student teachers and first-year graduates, and for directing preservice and inservice education activities, including the development of curriculum guides and other instructional materials for home economics teachers.

7. That contracts be established by the State Board of Education for the teacher education programs at both universities which would define the responsibilities of the institution and of the State Department; and that periodic reviews of each of the preservice and inservice education programs be made cooperatively by the State Supervisor of Home Economics, the teacher educator(s), and the administrative head of the school or department of home economics.

8. That, in addition to the effort currently being expended to initiate gainful employment programs in home economics, education for homemaking continue to be expanded and strengthened, and that opportunities be found to include more boys in the program.

9. That encouragement be given to schools to offer a course for senior boys and girls on Courtship and Marriage; that such a course include preparation for marriage, the family in our democratic society, preparation for parenthood, family finance, and home management; and that, wherever possible, the team approach to instruction be followed.

10. That, in order to stimulate the growth of a variety of adult education programs in homemaking education and for gainful employment, short summer workshops for teachers and potential teachers of adult programs be established by the State staff

in cooperation with the teacher training institutions; that course outlines and lesson plans be developed in a variety of areas for the purpose of making these available to teachers of adult classes; and that potential teachers for areas other than clothing construction be especially recruited for training.

11. That the practice be continued of publishing reports of graduate workshops in home economics.

12. That a program of teacher recruitment be expanded to include graduate home economists not currently working who might be encouraged to return to teaching after a concentrated summer workshop or through a planned program to meet certification requirements.

13. That in schools where growing enrollments have limited the expansion of the home economics program within the assigned home economics laboratory facilities, home economics expand into other available classrooms for teaching units or courses in home economics which do not require a laboratory.

14. That open-ended programs be provided which will enable students to move from an introductory occupational program at the high school level to a post-high school program or even into a four-year college program, and that occupational curricula lead to identifiable occupations so that when the student has finished he is ready for a job.

15. That, if and when programs to train for gainful employment in the food service industry are started, consideration be given to extending cooperative work experience into the summer months when opportunities for employment are greater due to the summer tourist industry.

16. That, in communities where many mothers work, local schools survey the need to offer a training program for child-care aides; that preparatory and supplementary courses be available to adults in child-care services; and that programs to train persons as directors or assistants in licensed day-care centers be established at the post-secondary school level.

17. That an introduction to the world of work unit be offered at the ninth grade level in homemaking classes to include opportunities for employment in occupations related to the skills of home economics; that such a unit include opportunities for high school training, post-secondary or community college training, and careers requiring a college degree; and that career opportunities in home economics be an integral part of each home economics course taught.

18. That home economics education majors at the two universities which prepare teachers encourage these students to secure some work experience in occupations related to home economics in order that they will be better prepared to teach gainful employment programs.

19. That potential teachers or administrators of gainful employment programs have an opportunity to visit successful programs of a similar kind in Montana or in other states.

20. That where strong general homemaking courses are established in grades 7, 8, and 9, high schools offer some semester depth courses or special interest courses in areas such as, but not limited to, the following: marriage and the family, housing and home furnishings, and consumer education; and that the State supervisory staff encourage the two universities offering home economics education programs to offer workshops for the development of curricula for semester courses of this type.

21. That in communities where a number of food establishments are located, an ad sory committee investigate opportunities for food service training programs at levels, and that schools attempt to meet employment needs.

22. That State Supervisors of Home Economics Education meet with the State supe visors of the other occupational areas to analyze ways in which home economics could be coordinated with other vocational education services.

23. That home economics education and distributive education consider ways in which they can cooperate in programs at the post-secondary school level to train for clothing services, fashion merchandising, or fashion trades.

24. That State Supervisors of Home Economics Education work with the State Supervisor of Health Occupations to analyze ways in which home economics can make a contribution to preparation for some of the health occupations through a team teaching effort in such health areas as home health aides, nurses' aides, dieticia assistants, and companions for the elderly.

25. That schools preparing persons for employment operate a placement agency and take major responsibility for placement of graduates.

26. That the fine guidance presently being provided by the State supervisory staff to Montana Association of Future Homemakers be continued in order that the orga zation may continue its work of helping youth develop leadership for good home a community life.

27. That advisory committees for occupations related to home economics be establi for each gainful employment program to study employment opportunities and to recommend training programs at the different levels.

28. That the State staff in home economics, in cooperation with the teacher educators in this subject, develop and implement a program for the production of curricul materials for the program.

29. That encouragement be given to Montana State University to improve the physical facilities in the Department of Home Economics.

30. That at the junior high school or middle school, pupils be introduced to all areas home economics at the seventh and eighth grade levels, with emphasis on the concerns of this age group such as (a) the growing up process, (b) getting along others of all ages, and (c) responsibility as a member of a family; and that at the ninth grade level, pupils be introduced to homemaking and home economics rela occupations, with special emphasis on personal development and family living.

31. That at the senior high school level the following be considered as appropriate choose from in developing the home economics program for a given high scho

Family relations	Housing and home furnishings
Child development	Management of resources
Foods and nutrition	

and

Gainful employment related to home economics, including food services, clothing services, child-care services, housing and home furnish services, and home and institutional services[9]

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[9] For further Survey Staff approved offerings for high schools see the October, 1 bulletin, "Vocational Home Economics Planning for Effective Teaching," prepared by Montana State Supervisors of Home Economics.

32. That the following be considered appropriate as possible offerings in the programs of home economics in the new post-secondary vocational-technical education Centers:

Food service management (or supervision)
School and institutional cooking
Catering
Prekindergarten teaching or assisting with teaching
Fashion trades (in cooperation with distributive education)
Child-care training
Assisting in day-care centers
Assisting with home health problems (in cooperation with health services)
Homemaker services
Health services (a cluster in cooperation with health occupations)
Clothing services (construction, alterations, and retailing)

Concerning Montana's program of distributive education, IT IS RECOMMENDED:

1. That career preparatory distributive education programs remain in the high schools except where enrollments are too small to justify even a minimum program or where specialized preparation, such as food merchandising, would involve only a few students from each school; and that equivalent post-secondary career preparatory programs be instituted in addition to preparation for out-of-school youth and for adults who need full-time preparation for entry jobs in marketing.

2. That a full-range program of midmanagement training for distributive and marketing positions leading to an Associate degree be undertaken at no fewer than three major post-high school centers in the State; and that no program be established without functioning advisory committees for each specialized curriculum option (field).

3. That emphasis in the development of post-high school level curricula be placed especially on the marketing areas of specialization such as, for example, retail merchandising (including specialties by merchandise lines as needed); small business management; tourism, hotel, and restaurant management; insurance; and wholesaling.

4. That steps be taken to develop a planned, coordinated, and comprehensive program of adult education which will provide for retraining and updating, will meet advancement needs, and will relate to all three levels: rank and file, midmanagement, and management.

5. That in developing the comprehensive program of adult education the State staff in distributive education work vigorously with trade association groups in distribution and marketing to provide a continuing education program through articulated efforts of university units (continuing education divisions and schools of business administration), adult education coordinators in post-secondary schools, and teacher-coordinators of distributive education in high schools; and that the program be carried on in a number of coordinated centers in the State, with whatever assistance can be given to smaller communities to meet local special needs.

6. That a State advisory committee of businessmen, school administrators, and teachers be established to provide feedback as to the effectiveness of present programming, to serve as a communications vehicle, and to assist in determining the directions for the development of distributive education in Montana at all levels; and that the committee be named and established at the personal direction of the State Director of Vocational-Technical Education.

7. That only one institution of higher education be designated to provide a full-range program of distributive teacher education so that quality and quantity can be maintained and duplication of effort can be avoided.

8. That experimental programs in distributive education be developed under the cooperative leadership of State supervision and teacher education to determine the type of distributive education program best suited to the majority of Montana high schools (those in cities or areas of less than 10,000 population and with 600-800 or under high school enrollment), and that controlled experimentation take place to determine the value of the project method of instruction in distributive education in such schools.

9. That an intensive program be started to provide counselors with adequate understanding of the nature of vocational instruction in distributive education and the need to provide education for only those students who need it, want it, and can demonstrate the capacity to profit from it.

10. That all high school programs in distributive education be two years in length, with the grade 11 program being a prerequisite course devoted to developing an understanding of the principles of marketing.

11. That steps be taken to ensure that all distributive education cooperative student-learners are enrolled in the control class taught by the teacher-coordinator, that students who are not placed in an occupational training station at the beginning of the school year are eliminated from distributive education cooperative related classes, and that every program has a functioning advisory committee.

12. That every teacher-coordinator be provided no less than a half-hour per student per week for coordination time, or approximately one-half the school day for a program of 25 to 30 students.

13. That emphasis continue on making the program of the Chapter of Distributive Education Clubs of America (DECA) an integral part of the instruction in every school program.

14. That more State staff and teacher-educator time be devoted to consultation with local school personnel, on-site visitations, program promotion, and inservice education.

15. That high school distributive education programs be established in all communities of 10,000 or over, and that schools in the three largest Montana cities consider doubling their present programs.

16. That the Statewide association of teachers and teacher-coordinators of distributive education be strengthened to promote professional advancement, the understanding of the goals of distributive education among school personnel and businessmen, and cooperation with other fields of vocational education.

17. That when post-high school distributive programs are developed, assurance be given that students are provided appropriately related general education as well as opportunity for adequate, directed occupational experience (internship) which will provide an in-depth experience aimed toward the midmanagement level and which will put theory to the test of practice.

18. That Montana State University be given, upon submission of an appropriate plan, the authorization and appropriate resources (a) to develop a Master's Degree with specialization in Distributive Education and (b) to plan and operate an across-the-board leadership development program in vocational education in which distributive education is partner with other teacher education services in the vocational fields.

19. That earmarked resources be set aside for curriculum development research concerning the project plan of instruction in schools selected as pilot schools and operating in a curriculum development program led by the teacher educator in distributive education.

20. That the teacher education institution be provided resources earmarked for initiating a research program for the purpose of developing curriculum guides and other instructional materials.

21. That every effort be made by distributive education personnel to work closely with staff in the fields of homemaking, agriculture, technical, and office education in order to build curricula which cut across fields; for example, fashion merchandising; agricultural sales and service; industrial sales; and credit, insurance, and banking.

22. That written guidelines for program operation be published by the Division of Vocational-Technical Education along with statements of policy regarding the development of the distributive education program.

23. That the existing State staff position be concerned exclusively with distributive education, and that consideration be given to creating an additional position in distributive education to be responsible for the development of the adult education program in this subject field.

24. That in the high school, separate general courses in salesmanship and retailing be discontinued; that an introduction to distribution and marketing be offered in grade 11 (and as an elective in grade 12); and that in grade 12 advanced distributive education be offered, combined with a two-period project laboratory or cooperative occupational education.

25. That in the new post-secondary vocational-technical Centers the following types of courses be considered appropriate for distributive education:

(a) Two-year Associate degree curricula in:

Retail merchandising, including specialties as needed, such as fashion merchandising, supermarket merchandising, petroleum merchandising, display, and mass merchandising
Insurance
Tourism (hotel and restaurant management)
Industrial and agricultural marketing and sales (in cooperation with agricultural education and industrial-technical education)
Wholesaling management
Professional sales
Lumber merchandising
Credit and collections

(b) For those not having had high school distributive education:

Career preparation (same as high school except condensed into an intensive 30-hour-per-week schedule for one year), with an emphasis upon individual specialties such as display or product lines

(c) For anyone desiring them, short-term courses (three to six months) for basic jobs such as sales clerk and cashier-checker

Concerning Montana's program of office and business education, IT IS RECOMMENDED:

1. That where sufficient numbers of pupils are available and adequate use of facilities can be made, secondary school programs of office education remain in the high school as an integral part of the program of the comprehensive high school, and that the high school program in office and business education be concentrated on clerical and stenographic preparation.

2. That assigning high school pupils in office education to a separate vocational-technical facility for all or part of a school day be avoided.

3. That post-secondary vocational-technical schools offer semiprofessional curricula of Associate degree status, clerical and stenographic programs for out-of-school youth, and continuing education programs for adults.

4. That a State staff position exclusively concerned with office and business education be created as soon as possible in the State Division of Vocational-Technical Education in order to provide more leadership time for this important field; that initially this position be considered as separate and apart from the position of Supervisor of Distributive Education so that the two positions represent separate vocational services; and that later an Associate Supervisor be added to the office and business education service for the supervision of nonvocational business education.

5. That specific requirements for vocational certification and program operation for office education be developed and published by the State Department, and that the certification requirements emphasize the blending of professional preparation, occupational experience, and substantive content in business administration.

6. That, regarding teacher education programs, at least two teacher training institutions be designated by the State Board of Education for vocational office teacher education so that both quality and quantity standards can be maintained with a consequent minimum investment and the avoidance of unnecessary duplication of effort.

7. That the following steps be encouraged to develop more effective office education programs in the high schools:

   (a) Re-evaluate tools of instruction, methods of instruction, and course offerings for extension and modification of programs to provide for genuine laboratory instruction and individual learning needs through cooperative education and senior block-time approaches.

   (b) Initiate follow-up studies, community surveys, and a program of formal student placement for graduates.

   (c) Keep abreast of job requirements and occupational trends.

   (d) Increase local district's support of inservice programs, conferences, and workshops to obtain a realistic philosophy concerning the department's general and vocational educational goals and to upgrade methods of instruction and instructional materials.

   (e) Provide time and opportunity for teachers to assume leadership roles in extending and modifying programs.

   (f) Plan programs for other than the academically talented.

   (g) Schedule classes more effectively to avoid conflicts and unavailability of necessary equipment and space.

8. That the State staff and teacher educators, working as a team, provide immediately a scheduled series of one-day meetings at appropriate local or regional centers to explain to school administrators, counselors, and others what constitutes high school and post-secondary vocational office education and to present to them guidelines for operating programs in this field.

9. That State staff establish a business curriculum study program for the State through which all or most high school districts would complete curriculum studies over a period of from three to five years, and that a community be required to complete such a study within five years in order to qualify for future reimbursement of its program.

10. That the funding of the above study provide:

    (a) adequate consultation by teacher educators

    (b) a one-day workshop to train the local curriculum study leader from each community

    (c) some released time for the study leader and also provision for expert consultation by leaders in business education

11. That immediate attention be given at State and local levels to developing a vocational office education youth group program which will provide, as DECA does for distributive education, leadership experiences and contribute markedly to the instructional objectives and the development of career goals in office education; and that it be one criterion of local program quality that a vocational office education program have a functioning youth organization as part of the instructional program.

12. That a major effort be made to improve office education in small rural schools by providing a series of intensive summer institutes in office education at least two to four weeks long, and that teachers be eligible for a stipend to provide living expenses and tuition if they teach in schools in communities below 5,000 population. (The teacher would pay her own tuition if she expected graduate credit.)

13. That semiprofessional curricula of two-years in length and of Associate degree caliber be created in five major population centers; that these curricula include secretarial administration, office management, technical accounting, and data processing; and that these schools offer also curricula which prepare skilled clerical and stenographic employees.

14. That the State staff take immediate steps to provide for the development and distribution of appropriate curriculum guides and instructional materials related to office and business education.

15. That all cooperative programs be provided with coordination time of at least one-half hour per student per week, with a related class in which all cooperative trainees enroll as a group, and with training stations outside school offices.

16. That more teacher education time be devoted to research and field service, including inservice education, program development, and consultation with local personnel.

17. That immediate efforts be made to develop an adult education program which will provide for upgrading and advancement, for retraining, and for office management.

18. That a State Advisory Committee be established for office education, and that local communities develop similar advisory committees.

19. That the equipping of office laboratories be given priority in reimbursement policies and be based on the policy that the laboratory be brought up to a minimum standard in one school year rather than by piecemeal acquisitions of instructional items.

20. That in the junior high school or middle school the offerings in business education consist of exploratory general business and personal typewriting.

21. That in the senior high school the offerings considered appropriate for business education be general business, typewriting (one semester required for everyone), bookkeeping, and introduction to data processing; and that the offerings appropriate for vocational office education be as follows:

    (a) Stenographic (beginning shorthand, three-hour stenographic block or cooperative office education program with a related class)

    (b) Clerical (three-hour clerical block or cooperative office education program with a related class)

    (c) Data processing and bookkeeping (three-hour senior block)

22. That for the new post-secondary vocational-technical Centers, the following types of courses be considered appropriate for office education:

    (a) Two-year Associate degree curricula:

        Executive secretarial
        Stenographic (including medical and legal specialties)
        Office management
        Data processing programming
        Banking
        Junior accounting

    (b) For those who have not had high school business or office education:

        Same program as suggested earlier for high schools except it would operate at the post-secondary on an intensive 30-hour-per-week basis for a total of one year

    (c) For anyone interested, special short-term courses could be offered for such occupations as key punch operator and office machine operator

Concerning Montana's programs of trade and industrial education and technical education, IT IS RECOMMENDED:

1. That hereafter trade and industrial education courses be offered in only the new post-secondary vocational-technical education Centers recommended as a part of Montana's Master Plan.

2. That technical education programs funded in part from Federal vocational education funds be hereafter concentrated in the new post-secondary vocational-technical Centers recommended earlier and be focused on the preparation of technicians in programs not to exceed three years in length.

3. That the State Department of Public Instruction make a concentrated effort to encourage local boards of school trustees to develop new programs in industrial arts in the secondary schools and to expand existing programs of this type in the secondary schools.

4. That the State Board of Education employ a State supervisor of Industrial Arts Education, and that his work be coordinated with that of the State supervisors of trade and industrial and technical education.

5. That the State Board of Education employ an Assistant State Supervisor of Trade and Industrial Education in order to help relieve the work load of the State supervisor.

6. That the State supervisors of trade and industrial and technical education and the recommended State Supervisor of Industrial Arts Education be combined into one administrative unit as a part of the Division of Vocational-Technical Education.

7. That all approved programs of trade and industrial and technical education be required to operate with functioning advisory committees, and that continuous coordination between the Centers and the employers be maintained.

8. That a Statewide advisory committee on trade and industrial and technical education be appointed to advise the State supervisors in connection with the progressive development of these areas of education.

9. That State and other supervisory personnel in trade and industrial and technical education cooperatively prepare and place into use student admission standards and selection procedures for all occupational classifications for which training is provided.

10. That standards be developed and put into use by the State staff with regard to housing, equipping, and block scheduling for programs of trade and industrial and technical education.

11. That the State staff develop a brochure on trade and industrial and technical education which will help school administrators, counselors, and other interested parties to understand clearly the purposes and objectives of these areas of education.

12. That job qualifications and specifications be developed for all members of the State staff in trade and industrial and technical education, outlining the duties, functions, responsibilities, and relationships for each position.

13. That the State staff in trade and industrial and technical education encourage post-secondary Centers to adopt a shop equipment replacement program in order to provide for the replacement of worn out and obsolete equipment at reasonable intervals.

14. That the State begin immediately to prepare a five-year plan of activities for continued development of trade and industrial and technical education.

15. That a research committee be established, composed of State staff and vocational-technical school district personnel, and that this committee be responsible for exploring, evaluating, and recommending research projects in trade and industrial and technical education which could be referred to the Research Coordinating Unit or to an appropriate teacher training institution for implementation.

16. That the State staff develop and implement a program for the production of instructional materials for the trade and industrial and technical education programs.

17. That a long-range program be developed by the State staff for the training of potential leaders for trade and industrial and technical education.

18. That Montana State University develop a graduate program leading to a Master's degree in vocational education.

19. That the State enter into an agreement with Northern Montana College concerning the training of teachers, full-time and part-time, for trade and industrial and technical education and provide Federal vocational education funds to supplement State funds.

20. That the Dean, Vocational-Technical Division, Northern Montana College be designated as the head State teacher trainer for trade and industrial and technical teacher education, and that for planning purposes he participate as a member of the staff of the State Supervisor of Trade and Industrial Education and the State Supervisor of Technical Education.

21. That the State office supply the State teacher trainer with data concerning the present group of trade and industrial and technical education teachers, and that such data be kept current.

22. That the State supervisors of trade and industrial and technical education and the institution charged with the responsibility of training trade and industrial and technical education teachers, develop workshops or institutes (or other inservice programs) which will enable teachers to keep abreast of the new developments in their teaching fields.

23. That a brochure be developed describing completely the certification requirements for trade and industrial and technical education teachers.

24. That the State staff continue their efforts to develop further Vocational Industrial Clubs of America (VICA) throughout Montana as a part of the vocational programs in trade and industrial and technical education.

25. That those school districts which do not offer at public expense adult education courses to those needing supplementary trade training find some means of publicly supporting this type of training either through the adult education tax levy or through some other publicly supported source of funds.

26. That all trade training programs offered in Centers for vocational-technical education be offered for a sufficient number of hours per day to assure mastery of skill and technical knowledge in the shortest possible time.

27. That a placement, follow-up, and follow-through data system be developed for all trade and industrial and technical education courses and for all students; and that summaries of these data be published periodically.

28. That the staff at Northern Montana College concerned with the training of trade and industrial and technical education teachers be expanded in order to provide realistic off-campus courses for teachers who need certification credit; and that the on-campus programs of teacher education be expanded (possibly involving off-campus work-experience for skill development) in order to provide for a greater variety of teachers in trade and industrial and technical education.

29. That the State supply periodically summaries of the "occupational demand" for all trade and industrial and technical occupations, and that such data be supplied to the vocational-technical education Centers.

30. That trade and industrial and technical education teachers and teacher educators participate in national leadership and professional development seminars, clinics, workshops, conferences, and other such meetings.

31. That the State Department of Public Instruction, when employing additional staff for trade and industrial education, give consideration to the employment of a person

qualified to develop further the training programs of health occupations as well as other programs for the training of girls and women who are planning to enter industrial employment.

32. That the following be considered as appropriate courses from which to choose in developing programs of trade and industrial and technical education in the vocational-technical education Centers of the State, and that the program be developed for each Center on the basis of carefully conducted studies of occupational needs for the region to be served by the Center:

    Aircraft and airframe
    Aircraft engines
    Auto body and fender
    Auto mechanics
    Small engine repair
    Automotive technician (tester)
    Beauty operators (cosmetologists)
    Carpenters
    Commercial cooks
    Construction technicians
    Custodians (janitors)
    Dental assistants
    Draftsmen
    Electrical technician
    Electrician (various kinds)
    Electronic technician
    Engineering aides and technicians
    Firemen, Fire Department
    Hospital attendants (nurses' aides)
    Heavy equipment operation and repair
    Diesel mechanics
    Lithographers (printing, etc.)
    Industrial maintenance service and repair (variety of mechanics and repairmen)
    Farm machinery mechanic
    Refrigeration and air conditioning mechanic
    Medical assistants and related health occupations
    Practical nurses
    Office machines (mechanics and service)
    Heavy construction machinery operators
    Photographers
    Policemen
    Programmer (engineering and scientific)
    Pulp and paper manufacturing occupations
    Radio and television repair and service
    Sheetmetal workers
    Welders

Concerning Montana's program of vocational guidance and occupational information, IT IS RECOMMENDED:

1. That the State staff clarify policies and prepare and distribute guidelines to school administrators, identifying program standards, criteria, reimbursement policies, and application procedures for assistance in vocational guidance; that such guidelines show relationships between vocational education funding and financial assistance available through such other programs as NDEA and ESEA; and that such guidelines incorporate and expand the existing "Policy Bulletin - Vocational Guidance."

2. That consideration be given to the expenditure of increased vocational education funds for guidance services at the State level, to include the preparation and publication of handbooks and other vocational guidance aids for local school counselors, the planning and coordination of vocational guidance seminars for school counselors, and the conducting of studies and the collecting of information important to the ongoing program.

3. That an organized program be developed and initiated to collect, or prepare, and disseminate informational materials covering occupational and labor market information, training opportunities, and the availability and use of nonschool resources for occupational information and vocational guidance.

4. That a study be initiated involving appropriate local administrators, counselor education personnel, and State staff to consider the revision of certification requirements for school counselors to bring them more in line with established professional practice in surrounding states and the country and to provide more definite guidelines to institutions preparing school counselors.

5. That consideration be given to the revision of the Basic Standards for Accreditation of Montana High Schools to strengthen Standard III C., Guidance and Counseling, in order to provide clear minimum standards and guidelines to school administrators for the development of adequate guidance services.

6. That policy be established and steps taken to discourage the assignment of school personnel in the dual role of administrator and counselor.

7. That appropriate steps be taken through conferences, consultation, and publication to encourage school administrators and counselors to give more attention to the vocational aspects of the school guidance program, including the provision of occupational and training information, vocational counseling, and services to improve student and parent attitudes toward occupations and courses other than those for the college bound.

8. That consideration be given to the support, on a demonstration or experimental basis, of one or more Mobile Vocational Guidance Units to provide scheduled guidance services in rural areas and concurrently to provide supervisory or consultative services to teacher-counselors in small rural schools.

9. That formal inservice education services in vocational guidance be increased by organizing for experienced counselors two- or three-week summer seminars which might well be run on a contract basis by existing counselor education institutions, with funding and consultative and resource help provided by the State, including the travel and living expenses of trainees.

10. That steps be taken to initiate an organized program of summer work experience for school counselors to provide them with greater understanding of jobs open to high school and vocational program graduates, that such a program be Statewide in coverage, and that such a program have the backing and assistance of the State guidance staff, at least through the planning stages.

11. That the State guidance staff work with vocational education leaders and school counselors in the determination of criteria for admission to post-secondary school programs and in the development of selection procedures, guidelines, and informational materials for use by counselors in schools which will be referring current students, recent graduates, or adults for vocational or technical training.

12. That, as area centers for vocational-technical education are developed, careful attention be given to programming and funding for adequate student personnel and guidance services, including such services as the following:

(a) Preparation of informational materials for the counselors of feeder schools

(b) Consultation with high school counselors regarding the courses, requirements, and procedures of the vocational-technical education Centers

(c) Provision of such student personnel services as admissions, testing, counseling, housing, financial aids, and placement

(d) Research and survey activities such as the development of selection procedures, predictive studies, follow-up studies

13. That the State Department of Public Instruction initiate (or encourage) and participate in a study of counselor education course offerings of the State institutions of higher education; and that if deemed necessary, offerings be modified to provide (a) a proper balance of course offerings giving appropriate emphasis to the vocational aspects of guidance, (b) adequate provision for practicum experiences in a school setting, (c) appropriate attention to school guidance work at all levels and settings, and (d) recognition of the importance of coordinating all pupil personnel services.

14. That the State Superintendent of Public Instruction and the State Board of Education give serious consideration to the expansion of the professional services of the State Department of Public Instruction in the field of guidance and the close coordination of all State guidance services, regardless of source of funding, to ensure appropriate guidance services at all levels (elementary, secondary, post-secondary).

15. That the State Board and the State Department of Public Instruction consider the realignment of all existing State-level pupil personnel services (with expansion as found necessary) into a coordinated pupil personnel unit in the State Department supported by State as well as appropriate Federal funds.

Some Implications and Possible Outcomes

This survey report, especially Chapter 8, is replete with implications. Survey Principle 24 in Chapter 1 stipulates that a survey should point out some of the major implications of the recommendations made by the survey staff. This is done in the present report with the hope that the individual leaders and leadership groups of Montana will study the report, will weigh its findings and conclusions, will appraise its recommendations, will choose their goals, and will then move forward toward the achievement of these goals.

The ready response of some readers, especially the economy-minded and somewhat critical type, is likely to be, "This is all very fine, but where do we get the money?" It is true a number of the recommendations will require additional funds, but progress often "has to be bought," and a part of the purchase price is money, but money is not the complete price. For not all of the more than 200 recommendations of this report imply the need for more dollars. There are many recommendation which, for example, call for greater cooperation, or coordination, or for a different way of organizing personnel or utilizing materiel. Others require only changes in attitudes or points of view or in policies or procedures. These are "things of the spirit,' and they can be achieved without the expenditure of a single additional penny. Their achievement may require a bit of "give and take" and a little extra "get up and at it"; there may be necessitated a bit more effective use of time; there may be need for increased concentration of intellect, interest, and industry; and perhaps there will need to be somewhat less preoccupation with recreation, the weather, and politics - but no real dependence on additional dollars.

In a number of instances there are recommendations for increased use of State and/or local advisory committees or councils. Some wit has said that "free advice is worth just what it costs," but he may have been more of a wit and less of a humanitarian realist. Often advice - particularly if it is from sincere, interested, and sophisticated persons - may indeed be priceless, largely because in these cases it is not a commodity for sale or purchase.

There are some basic recommendations that require a change in the State Constitution and/or State statutes. The news media of Montana, during the period of the survey, made members of the Survey Staff aware that some Montanans felt a need for types of legislative overhaul for aspects of the State's operation other than in the realm of education. Two examples were with regard to the large membership of both houses of the Legislative Assembly and the need for changes related to the State's judicial system. Apathy toward, or fear of, Constitutional change and a recognition that its achievement entails much effort can be strong deterrents, especially if the attitude is colored by the vested concerns of people economically or politically.

There are hints in the report that a reduction in the amount of "politics" in education would be a well-chosen direction. A 1958 educational study by an outside professional group reflected this existing danger in the Montana situation 10 years ago:

> The fundamental question to be answered is whether the office [State Superintendent of Public Instruction] is to provide the political leadership or the professional leadership for education. Both the method of selection and the qualifications for office determine the answer to be "political."[10]

The most far-reaching implications are those deriving from the recommended new type (component) of post-secondary vocational-technical education for Montana. This aspect of education seems now to be "neither fish nor fowl." In the "area" school the weight of control is with a single local school board of trustees, whose major function, under the American educational system, is general education. In the community college, the control appears to lie with a separate administrative board, but with a variety of sizes as regards the supporting area. In the higher education institutions, control lies with the Board of Regents, which is also the Board of Education and also the Board for Vocational Education. This same Board has approval powers for the establishment of the "area" school and community college and for much of the financing within these two types of institution. The Survey Staff's recommendations regarding the five vocational-technical education districts is a sane approach to giving a discreteness and a clarity to the purposes and operation of vocational-technical education which it has never had in Montana. Certain phases of vocational-technical education are, in the Master Plan, reserved for the public schools under local boards of school trustees; other aspects of this type of program are placed in the legal hands of a different kind of board of education with a much larger, but definitely delineated, supporting area and with no "islands" left as is bound to occur under the present plan of area school designation and operation. Furthermore, under the new plan a broader and more definite tax base will be created. A more definite and increased geographical area and total population will constitute the institution's supporting community and should result in a more definite identification by students and citizens with the Center since it is in their district. The practice of "claim jumping" and educational "gerrymandering" should be minimized. There will be greater opportunity for more efficient planning and a reduction of undue competition and unnecessary duplication; and there can be more optimum utilization of staff, buildings, and equipment through the four-quarter (around the year) plan of administrative operation.

In addition to the greater distinctiveness provided for vocational-technical education in Montana, the recommendations provide for a number of other significant and promising emphases and implied outcomes:

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[10] Public Schools of Montana: A Report to Montana Taxation-Education Commission, Division of Surveys and Field Services, George Peabody College for Teachers, Nashville, Tennessee, 1958, p. 4.

1. There should be increased cooperation and coordination among professional personnel and between the educational profession and the lay citizenry.

2. There should be increased communication - much of it written - within the profession and with the supporting communities.

3. There should be more effort and financial resources devoted to more planned research - in local school districts, in the State Department of Public Instruction, in the recommended new vocational-technical Centers, and in the units of the System of Higher Education.

4. There should result an expanded program of vocational-technical education and industrial arts, an improved preservice and inservice program of teacher education for vocational-technical education, and increased clarification of certification requirements.

5. There should be an ever increasing challenge to Montana leadership - educational, economic, industrial, business, labor, and political - for improving vocational-technical education for the youth and adults of Montana.

6. All these outcomes, which are indeed forward looking, should make Montana a more inviting place for new business and industry to find a home.

Appendix K

CONCLUSIONS AND RECOMMENDATIONS

From the data compiled and presented in the Flesher Report, data from other sources, and also from the increased interest shown by numerous individuals and groups in the state, there is clearly a need for additional vocational education opportunities in Montana. Vocational education should include: exploratory courses in the elementary schools, both prevocational and vocational education programs at the secondary level, and post-secondary vocational programs aimed at providing vocational education to persons who have not yet entered the labor force and also adults who require additional training in their vocation or retraining for new occupations. The quality of vocational education opportunities presently available in the state should also be improved substantially.

For existing and expanded vocational education programs, emphasis should be placed on the quality of programs rather than on physical facilities. Recognizing the need for adequate physical facilities, vocational education can serve the students of the state only if quality programs are offered. In some cases, these programs must be designed for local needs. In other cases, the programs must be designed to meet the needs of the state or the nation for a skilled labor force.

The designation of area schools should be used, if necessary, to comply with requirements to receive and expend federal funds, but there must be an adequate financial base to support any area schools designated or programs offered in the state. The Council recommends that the legislature establish a financial base for area schools which should be not less than $45 million taxable valuation of property. This minimum taxable property base would insure that the area schools have the capability for local support of the school.

The Council further recommends that the reimbursement percentage for approved programs be increased to realistically support vocational education. In many instances, programs can be offered by local schools utilizing existing physical facilities during evening hours and at other times (including the summer months) when regular elementary and secondary classes are not being held.

Recognizing the need for the state to meet its obligation to provide for the education of all students including those in elementary schools, secondary schools, vocational-technical schools, and units of the University System, the Council recommends a state levy on all taxable property of up to 2 mills. The revenue from this levy should be used to partially fulfill the state obligation for support of vocational education and should supplement other state funds for this purpose. The question of this levy should be submitted to the people as a referendum measure for their consideration. A bill for this purpose appears in Appendix F of this report.

In addition to area schools and vocational education programs conducted under state supervision, various proposals have been made to utilize the physical facilities at the Glasgow Air Force Base which has now been discontinued as a military installation. Although these facilities are too large to be utilized by the state efficiently, the Council recommends that the Forty-First Legislative Assembly adopt a joint resolution urging the United States Congress to establish a multistate vocational education center at the Glasgow Air Force Base to serve a wide regional area. A resolution to implement this recommendation appears in Appendix G of this report.

The authority to designate area schools, approve vocational programs, or both, is now vested in the State Board for Vocational Education. The authority should remain with the Board. The Board should, however, develop criteria for programs and instruction staff as soon as possible. The Board should also request funds from the 1969 legislature for a position of coordinator of vocational education programs within the office of the Superintendent of Public Instruction.

Appendix L

PROPOSAL

The Commission recommends that there be created in the executive branch of state government a Department of Education. More specifically, the Commission recommends:

1. That the Department of Education be headed by the State Board of Education, as it is presently constituted.

2. That the Superintendent of Public Instruction be responsible, under the general supervision of the State Board of Education, for all matters relating to the public schools of the state, including the Agency for Surplus Property.

3. That the State Board of Education, acting as Regents, administer the University System through the Office of the Executive Secretary of the University System.

4. That the State Board of Education continue the control it now has over the School for the Deaf and Blind, high school vocational education, post-secondary vocational-technical education centers and community colleges.

5. That control over the Montana Historical Society, including the statutory position of State Archivist, be transferred from the Historical Society Board of Trustees to a Director appointed by and responsible to the State Board of Education. It is further recommended that the Historical Society Board of Trustees be limited in function to advising the State Board of Education and the Director on all matters concerning the Montana Historical Society.

6. That the Advisory Council on Teacher Education and Certification and the Council on Education for the Disadvantaged be abolished. If deemed necessary, the Superintendent of Public Instruction could appoint advisory councils in accordance with Proposal No. 8 to aid him in the performance of those functions.

7. That, since they are required by the federal government as a condition to the receipt of federal funds, the Montana Advisory Council for Vocational Education, the Montana Commission (for the Higher Education Facilities Act of 1963 and the Higher Education Act of 1965), the ESEA Title III Advisory Council and the Advisory Council for the Higher Education Facilities Act of 1963 and the Higher Education Act of 1965 be continued for the purpose of advising and assisting the Department of Education subject to conditions of appointment and services outlined in Proposal No. 8.

8. That in the future all advisory councils for the Department of Education be appointed subject to the approval of the State Board of Education. Further, that certified letters of appointments to such councils be filed with the Governor and the Secretary of State, as a precondition to the effectiveness of the appointments. Also, it is suggested that there be a uniform limit to the number of years any advisory council may serve, with provisions for reappointment if deemed necessary by the State Board of Education. Written notification of such reappointment by the State Board of Education should be given to the Governor and Secretary of State. Finally, it is suggested that all advisory councils be limited in function to information exchange, research and advice; and that no advisory council be allowed to assume the sponsorship or administration of programs.

9. That, as recommended in the section of this report on Agriculture, the Montana Agricultural Experiment Station and the Cooperative Extension Service remain within the structure of the University System.

10. That, as recommended in the section of this report on Agriculture, the Montana Agricultural Experiment Station and the Department of Agriculture together consider realignment of the activities of the two agencies in regard to administration of the agricultural seed law to the end that the Montana Grain Inspection Laboratory of the Agricultural Experiment Section be relieved of its present regulatory function.

11. That, as recommended in the section of this report on Agriculture, the duties and functions of the office of State Entomologist be assumed by the Cooperative Extension Service.

12. That, as recommended in the section of this report on Agriculture, the duties and functions of the State Apiarist, with the exception of his enforcement functions, be assumed by the Cooperative Extension Service. Further, that the enforcement functions of the State Apiarist be vested in the Department of Agriculture.

13. That, as recommended in the section of this report on Natural Resources and Conservation, the Bureau of Mines and Geology remain within the University System. However, all regulatory functions now assigned to the Bureau of Mines and Geology (including strip-coal mining regulation) should be transferred to the Department of Natural Resources and Conservation. In the future, the Bureau of Mines and Geology should be assigned no regulatory functions, but should be limited to academic and research oriented functions.

14. That, as recommended in the section of this report on Social and Rehabilitation Services, the Division of Vocational Rehabilitation of the State Board of Education be abolished. Further, it is suggested that the functions, powers and duties of the Division, and of the Director of Vocational Rehabilitation, be relinquished to the Department of Social and Rehabilitation Services. The Commission emphasizes

that it is here proposing simply that the administrative entity itself be abolished. The functions currently performed by the Division of Vocational Rehabilitation would continue to be performed as at present, but by the Department of Social and Rehabilitation Services.

15. That, once the Department is organized, the State Board of Education:

(a) examine the Constitution and statutes and produce a definitive statement of the relative powers and duties of the State Board of Education and the Superintendent of Public Instruction in regard to elementary and secondary schools; and

b) examine the current status of post-secondary vocational-technical education centers and community colleges with a view toward more adequately delineating the lines of control so as to place the centers and colleges either under the Superintendent of Public Instruction (public schools) or under the State Board of Education, acting as Regents (higher education).

With the exception of bringing the Historical Society within the educational framework, this proposal, in effect, calls for a retention of the present method of control and operation of the state's educational system. While few substantive recommendations are made, the State Board of Education should clarify the question of control over public schools (the Board vs. the Superintendent of Public Instruction) and the question of the status and control over post-secondary vocational-technical education centers and community colleges.